

FINAL
SETTLEMENT REPORT
OF THE
GONDA DISTRICT

BY
H. R. C. HAILEY, Esq., I. C. S., Settlement Officer.



ALLAHABAD:
Printed at the Government Press, United Provinces.
1903.

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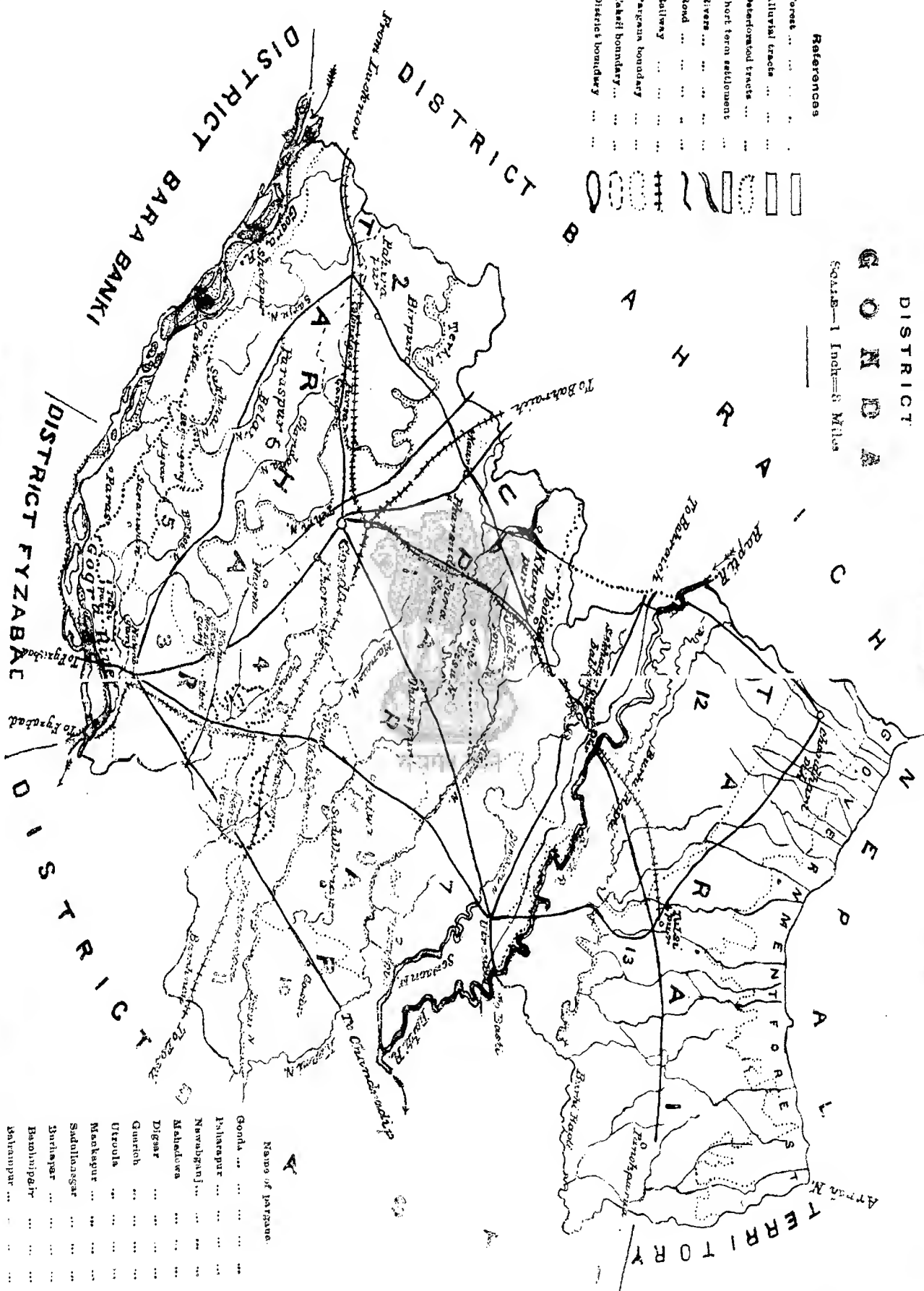
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DISTRICT

Scale—1 Inch=5 Miles

References

- | | | | | |
|---------------------------|-----|-----|-----|-----|
| Forest ... | ... | ... | ... | ... |
| Alluvial tracts ... | ... | ... | ... | ... |
| Deformed tracts ... | ... | ... | ... | ... |
| Short term settlement ... | ... | ... | ... | ... |
| Rivers ... | ... | ... | ... | ... |
| Road ... | ... | ... | ... | ... |
| Railway ... | ... | ... | ... | ... |
| Language boundary ... | ... | ... | ... | ... |
| Takafi boundary ... | ... | ... | ... | ... |
| District boundary ... | ... | ... | ... | ... |



Name of village.		1872-73 (18)	1911-12 (19)
Gonda .. .. .	.. .. .	1	.. .. .
Pathrapur .. .. .	.. .. .	2	.. .. .
Nawabganj .. .. .	.. .. .	3	.. .. .
Maholwa .. .. .	.. .. .	4	.. .. .
Digwar .. .. .	.. .. .	5	.. .. .
Gaurich .. .. .	.. .. .	6	.. .. .
Urroula .. .. .	.. .. .	7	.. .. .
Manchapur .. .. .	.. .. .	8	.. .. .
Sadollasagar .. .. .	.. .. .	9	.. .. .
Burhapur .. .. .	.. .. .	10	.. .. .
Bamunipatri .. .. .	.. .. .	11	.. .. .
Balanpur .. .. .	.. .. .	12	.. .. .
Tulsiapur .. .. .	.. .. .	13	.. .. .

FROM

R. W. GILLAN, Esq., I.C.S.,
SECRETARY TO THE BOARD OF REVENUE,
UNITED PROVINCES,

To

THE CHIEF SECRETARY TO GOVERNMENT,
UNITED PROVINCES,
REVENUE DEPARTMENT.

Dated Naini Tal, the 9th May 1904.

SIR,

Present :

THE HON'BLE MR.
J. HOOPER, C.S.I.

I AM directed to submit with a brief review by the Board the final report of the Gonda settlement, written by Mr. Hailey, the Settlement Officer.

2. The district of Gonda has a total area of 2,809.54 square miles of which 161.97 square miles are Government forest, but very nearly the whole of parganas Balrampur and Tulsipur, with an area of 860 square miles, is held in permanent settlement by the Maharaja of Balrampur, and the terai portion of the district between the hills and the Rapti was thus excluded from assessment operations. The area with which the report is concerned coincides practically with that of the temporarily settled parganas, which are situated either in the *tarhar*, as the low-lying land along the Gogra in the south is called, or in the higher tract in the centre of the district between the *tarhar* and the terai, which is known as the *uparhar*. Of this area 43,561 acres or 68 square miles are revenue free.

3. In natural conditions the district is not unfortunate. It is true that in his 18th paragraph the Settlement Officer notices the existence of large precarious tracts as one cause of the instability of rents. No less than 90,388 acres are on the register of alluvial mahals, and the low-lying villages generally are liable to injury from floods. 47,821 acres also are directly affected by the forests, cultivation in the vicinity of which suffers severely from the depredations of wild animals. The soil, though in the northern villages it produces valuable crops of transplanted rice, is on the whole of only average quality. On the other hand almost none of the land is really bad. The *tarhar* generally grows a fine rabi crop and gives large profits in years of drought. Even the light soils as a rule yield fair crops, and are described as weak rather than precarious. And in the matter of irrigation the district has unusual natural advantages. Water is everywhere near the surface, wells are very cheaply made, and there are numerous jhils and tanks. The returns give 2,49,440 acres as irrigated or only 35.98 per cent. of the total cultivated, but a large portion of the district ordinarily does not require water, and with few exceptions there are ample facilities for irrigation.

4. The weak point of the portion of the district that came under assessment is to be found in the circumstances of its proprietary and cultivating classes. An opposite conclusion might be drawn from the figures, for the tract is one of large landed proprietors, and 61.83 per cent. of the total area is included in taluqas and only 26.87 per cent. is held by coparcenary communities. The Settlement Officer observes also that the small taluqas and the villages of single zamindars are well administered and flourishing, and that the coparcenary bodies are fairly prosperous. But the history of the large taluqas in the temporarily settled parganas has been unfortunate or disastrous. In the great estate of the Maharaja of Ajudhya comprising 199,602 acres, or 17 per cent. of the whole area, the management is hampered with exceptional difficulties, with which it has not been able to cope. Litigation, extravagance and mismanagement have ruined the estate of Singha Chanda. With an area of no less than 238,884 acres this was at the time of last settlement the largest and wealthiest taluqa: the remaining fragments of the two estates into which it was divided include now no more than 90,378 acres. The faults and the misfortunes of the taluqdars have affected inevitably the progress of their estates, and the tract has not derived the advantage that might be expected from the large proportion of taluqdari tenure. The sub-settled area of 168,351 acres, or 14.70 per cent.

of the total, is also a source of weakness. The sub-proprietors hold chiefly in Digsar, Utraula, Mankapur and Bamhnipair. In Digsar their villages were over-assessed and since settlement have deteriorated: in Utraula they have been involved in ruinous litigation with the superior proprietor. In Mankapur and Bamhnipair they pay twice the revenno minus 10 per cent., a margin which is often absorbed by the rates and cesses. The position of the *birtias*, as the sub-proprietors in these parganas are called, may be contrasted with that of their brethren across the border in Basti. The terms of the original grants in both cases were much the same, but in Basti the sub-proprietors were permitted to engage direct, and now pay only a light malikana of 10 per cent. in addition to the revenue. In Gonda circumstances have been against the sub-proprietors: and it is not surprising to find that they have lost 28.89 per cent. of their land, and that many who still remain are seriously embarrassed.

5. Another serious drawback is the character of the tenantry. The low caste tenant prefers the stronger soil of the *uparhar* which gives him a better return for the energy of his cultivation, and the percentage of land held by the high castes varies greatly, being 61.20 per cent., for example, in the Tarabganj tahsil, which lies almost entirely in the *tarhar*, and 17.52 per cent. in Utraula. The difference also between high caste and low caste rents varies within wide limits, for the high caste tenant, who in the absence of low caste competition can make his own terms, must, when there is a sufficiency of low caste tenants, pay nearly full rates to retain his land. Over the whole district however high castes hold 45.08 per cent. of the tenants' land. The average size of their holding is 59 per cent. higher than that of the low caste tenants, and the difference in rents, which at last settlement was 20 per cent. has now increased to 25.78 per cent. in their favour. These figures are instructive. The larger holdings of the high caste tenants are an indication of the less careful and less profitable cultivation which is their characteristic, and the large area held by them has a marked effect on the agricultural conditions of the district. The strength of their position is shown by their ability to resist enhancement. The privilege of caste which they now enjoy approximates to the allowance of 25 per cent., which has been found to prevail in other eastern districts in Oudh; but it is somewhat remarkable that in Gonda, in spite of the general development of rents which has taken place since last settlement, the high caste tenants should have not only retained but increased their advantage. Finally there is little certainty about their payments. If the season has been unfavourable, or even if there has been any unusual ceremonial expenditure, it is almost impossible to realize their full rents, and Mr. Hailey gives some remarkable figures to show how closely in different parganas the proportion of arrears to average demand follows the proportion of area held by high castes to the total tenants' area. In the estate of the Maharaja of Ajudhya, for example, where the proportion of high caste tenants is very large, arrears are unusually heavy, though the all-round rent rate is nearly 20 per cent. below the district average. The high caste element in a village is, as the Settlement Officer remarks, a drawback to be reckoned with as much as inferiority of soil, and its strength in the district has materially affected the assessment.

6. The district has made considerable progress since settlement. The main line and branches of the Bengal and North-Western Railway now reach nearly every part of it, and their construction has given a great impetus to the eastern parganas which at the time of last settlement were very backward. Cultivation has increased. Irrigation has extended by 28.92 per cent. according to the returns; and, since the number of wells has increased from 10,244 to 16,108, the improvement is probably real. The character of the crops has improved. No reliance, it is presumed, can be placed on the *dofusli* area of last settlement, as compared with which, if the figures were correct, the increase now would be 100 per cent.: and the doubt extends to some of the other crop statistics. It is remarked also that there is a tendency to substitute quick growing food crops for some of the more valuable staples, and the area of wheat has fallen off greatly in some parganas. At the same time the area of sugarcane has extended greatly, and the increase in the poppy-

area from 8,637 to 21,072 acres is a valuable addition to the resources of the district. The Settlement Officer mentions that in Tarabganj the sums received from the Opium Department are sufficient to pay 81·77 per cent. of the revenue demand, and in pargana Burhapar they actually exceed it. The subject of prices is not mentioned in the report, but from the figures given in connection with the pargana assessments they appear to have risen about 30 per cent. The grain-rented area has fallen from 97,645 acres to 35,433 acres, and the cash-rented area is 34·58 per cent. above the figure of last settlement. It is clear therefore that there has been an advance but it has been very unequal. Thus in the Utraula tahsil cultivation has increased 24·43 per cent., population 70·63 and the incidence of rents 78·49. In the two other tahsils, Gonda and Tarabganj, cultivation has declined, and rents are only 20·77 per cent. higher than at last settlement. Most of the enhancement therefore must fall on Utraula, but taking the figures for the district as a whole, there is a general rise of 32·74 per cent. in the rent-rate and an increase of 5·88 per cent. in the cultivation.

7. The enhancement of revenue obtained at the present revision is considerably lower than that which the rise in the rent rate would appear to indicate. For this there are several reasons. In the first place there can be no question that a part of the increase in assets had been anticipated by the expiring assessment. That assessment, as originally fixed, depended mainly upon crop estimates and valuations; and, in consequence of this, the distinction between high and low caste rates was wholly disregarded. The breakdown of the settlement, which could scarcely in any case have been long delayed, was hastened by a series of disastrous seasons, and a second revision was at once undertaken, which in five parganas reduced the revenue from Rs. 8,79,743 to Rs. 7,46,301. The revision, generally, took the form of summary reductions; and these, as was almost inevitable in the circumstances, were chiefly granted to the smaller proprietors who showed most signs of distress. In many of the large estates the revenue after the second revision was still severe. In the single pargana of Mahadewa, the tenures were so complicated, and the distress had been so serious, that a complete re-assessment was considered necessary; and this, carried out by Mr. Benett, resulted in reducing the revenue from Rs. 70,648 to Rs. 43,720. The difference in the results of those methods is shown by the fact that in this pargana, one of the poorest and least improved in the district, the enhancement is the largest of any obtained at the present settlement. In the rest of the district, the character of the old assessment goes far to explain not only the moderation, as a whole, of the enhancement now imposed, but also the unusually small enhancement in most of the large estates. The existence of separate high and low caste rates makes it difficult to estimate how far that assessment anticipated the rise in rents. But, if it is assumed that the proportion of land held by the two classes of tenants was the same at last settlement as it is now, the high caste rate must have been almost exactly Rs. 3, and the low caste rate Rs. 3·75. Calculated in accordance with these rates the former assets would be Rs. 22,16,090; while the revenue assessed was 4·5 per cent. in excess of a sum equal to half those assets without any deductions.

8. The enhancement again is brought down by the deductions and allowances which are necessary in order to secure a fair and workable assessment. It is obvious that the assessment could not possibly be worked out from the incidence of the recorded rents of a single year. There are deductions to be made if the assets are to represent the income actually realisable by the landowners: there are allowances, such as the rebate in the valuation of *sir*, which are given as a matter of grace in favour of small and needy proprietors. The reductions on both these accounts are shown clearly by the following figures. In over thousands of rupees the recorded cash rental is Rs. 22,57,000, while the Settlement Officer has accepted a cash rental of Rs. 21,49,000. His circle rates are $3\frac{1}{2}$ per cent. below the scale of recorded cash rents, and Rs. 58,000 have been allowed on proprietary cultivation: the full valuation of the assumption area would therefore be Rs. 8,47,000 against an accepted valuation of Rs. 7,59,000. The total rental assets accepted by the Settlement Officer are thus Rs. 29,08,000, as compared with what may be termed *maximum* assets

of Rs. 31,04,000. The difference is 6 per cent. An assessment at 50 per cent. of the Settlement Officer's assets would give an enhancement of 25 per cent. on the expiring revenue. But the Settlement Officer has taken only 46·53 per cent. of his assets of Rs. 29,08,000, and the enhancement is thus reduced to just under 17 per cent. The reasons for these differences, which are to be found in the circumstances of the district already noted, will be further explained by an examination of the methods of assessment.

9. The villages having been arranged, on a consideration of their natural characteristics, in circles, and their soils classified in accordance with the distinctions recognised in the district as *goind*, *manjhar* and *palo*, the Settlement Officer had to consider his circle rates. Concealment of rent is not unknown, but it is by no means extensive enough to affect the solution of the problem. Rents again are generally paid in the lump, but soil rates are well known, and these rates, checked with reference to the recorded rentals, especially those of the Balrampur estate and of villages under the Court of Wards, were a guide to the rates ultimately selected. But it is plain from what has been said about the difficulties caused by the character of the high caste tenantry that the rates would have to be somewhat lower than the rentals recorded. A margin of 5 per cent. was aimed at, and this is very nearly the difference between the valuation and the recorded rent of the cash-rented area in the tahsils of Gonda and Tarabganj : in Utraula, where concealment of rent was commoner, the difference is very slight, but still for the tract as a whole the valuation is 3·47 per cent. below the recorded rents. Following as nearly as possible the difference proved by actual rents the circle rates for high caste were fixed 25 per cent. below those for low caste, which, as already remarked, is the usual allowance in eastern Oudh.

10. As the Settlement Officer states (paragraph 19) in none of the taluqdari estates are the rents oppressively high. But even moderate rents cannot be regularly collected from refractory high caste tenants, and some allowance must be made for difficulty of management. In the villages of the smaller proprietors, the average rent rate is 27·72 per cent. higher than in the taluqas, and excessive and unstable rentals are not uncommon. It was impossible therefore to accept the recorded cash rental in all cases for assessment, and where the demand was clearly unrealisable over a series of years the Settlement Officer had to substitute an estimate of the real assets based on the average receipts, or a valuation at circle rates. In 173 out of the total number of 3,814 mahals, the rentals had to be rejected for concealment, and Rs. 27,375 was added for this reason to assets. On the whole, however, the accepted cash rental was Rs. 21,48,715 or Rs. 1,08,045 below the recorded. The difference is 5 per cent. It is considerably less than the difference between the recorded demand and the collections, which on an average of twelve years is 8·32 per cent.; and the deductions made by the Settlement Officer cannot be regarded as excessive.

11. The valuation of the assumption area, which is 32·71 per cent. of the total area in holdings, was made for the most part at standard high caste rates. No higher rates could have been employed in valuing the *str* and *khudkasht*, which are mostly held by communities of brahmans and thakurs; but the deductions made on account of poverty, the liability to heavy enhancement or the like, amounting to 12·86 per cent. from the *str* valuation, were a concession justified by the circumstances of the proprietors. The grain-rented area now includes little but land so precarious that no tenant will pay a cash rent for it. It was valued either at high caste rates or by a light all-round rate. The incidence of the valuation is 2·76, that of the average recorded grain rental 2·43, and both, as the Settlement Officer observes, are moderate. A moderate valuation was necessary also for the under-proprietary holdings. In Digsar, where the under-proprietary rents fixed at last settlement were severe, and there has been subsequent deterioration, a reduction of 7·80 per cent. has now been given. In the remainder of the Tarabganj tahsil and in Gonda a small enhancement of 8·51 per cent. has been imposed. The incidence of the valuation of the whole assumption area is Rs. 3·30: which is 13 per cent, below the incidence (Rs. 3·80) of the high-caste rate.

12. Rs. 26,411 have been added for *sayar*, chiefly on account of the *mahua* groves which are common in the district. On the other hand the very considerable sum of Rs. 40,020 has been deducted for improvements.

13. Finally the percentage of revenue to assets is only 46·71. The reasons for this low percentage, as well as for the variation in the treatment of the different tenures and in the results of their assessment, will be gathered from the preceding paragraphs. The enhancement in the taluqas is generally small, both because the old assessment was high and because many of them have made little progress. The coparcenary villages were assessed more lightly at last settlement, and the increase in cultivation has been much greater: hence though a lower percentage of assets has been taken as revenue, the enhancement is larger. The sub-settled villages are fiscally the most precarious and have been treated with special leniency. Where the terms on which they are held are specially onerous, as in the case of the *birtias* of Bamhnipair, the principle adopted was that the revenue and rental now payable to Government and the taluqdar should not be ordinarily reduced in order to increase the profits of the tenure holders: but that the existence of the tenure might fairly be taken into account in determining the degree of enhancement. Hence the Settlement Officer was directed in Bamhnipair to fix the revenue so as to leave the under-proprietors about 25 per cent. of the real assets. In this pargana the measure of the special concession was estimated to be only Rs. 2,474; and it is certain that both here and elsewhere a lenient assessment was essential to the continued existence of under-proprietary rights.

14. The results of the above examination of the methods of assessment may be summed up as follows. The reduction made by the Settlement Officer in the cash-rental, and the lowering of rates as compared with the standard of recorded rents for the valuation of assumption areas, were necessary for the purpose of ascertaining the fair and stable assets. The allowance on proprietary cultivation, and the further allowance made in the percentage of revenue on assets, are concessions which are fully justified by the objects for which they were given. The enhancement of 16·97 per cent. in the revenue is moderate; but in the Gonda and Tarabganj tahsils cultivation has declined, and there has been little improvement in other respects: in the eastern parganas which have progressed and prospered, the increase of revenue is considerable, varying from 23 per cent. in Utraula to 41 per cent. in Burhapar.

The settlement of Gonda brings to a close the revision of assessments in Oudh. It has been conducted on the principles that have been approved for other districts in the province, and its purpose has been to impose the enhancement in such a way as to prevent its being burdensome to the people. That purpose has been achieved without any undue sacrifice of the just claims of the Government, and the Board recommend that the settlement be sanctioned for the full period of thirty years, except in those *mahals* where for special reasons a short term settlement has been approved.

15. The Board endorse the Settlement Officer's commendation of the Deputy Collector, Munshi Kunj Behari Lal, who is an exceptionally able and hardworking officer. Mr. Stevinson was employed for a short time as Assistant Settlement Officer and his work was satisfactory. Lastly, the Board desire to bring Mr. Hailey's services as Settlement Officer to the favourable notice of the Government. His assessments throughout have been careful and sound; and his close study and clear appreciation of the conditions of the district, as well as his consideration for the interests of the people, are apparent in his interesting report.

I have the honour to be,

SIR,

Your most obedient servant,

R. W. GILLAN,

Secretary.

No. 7114
L.—16-11

FROM

LIEUTENANT COLONEL G. W. ANSON,
COMMISSIONER, FYZABAD DIVISION,

To

THE SECRETARY, BOARD OF REVENUE,
UNITED PROVINCES.

Dated Fyzabad, the 28th August 1903.

SIR,

I HAVE the honour to forward the final Settlement Report of the Gonda district.

Mr. H. R. C. Hailey, C.S., who has written it, was Settlement Officer the entire period the district was under settlement; a happy continuance of office which has enabled him to carry out the responsible work with satisfaction to himself, and to bring to completion a settlement which, I am of opinion, will not press heavily on landholders or embarrass them in future years, and will at the same time sufficiently meet the just claims of Government.

2. There is little in the report which it would be of any advantage to review in any detail. That report is itself a brief summary of all the settlement proceedings and the results. The Hon'ble Mr. J. Hooper, C.S., has himself reviewed all the detailed assessment reports either as Settlement Commissioner, Commissioner of the division and Member of the Board of Revenue in charge of the Settlement department. And I have had the opportunity of reviewing five out of the 13 parganas. All questions of importance have been decided by the Board and Government in their orders on the assessment reports while the assessments were being made. The district does not reach a high standard of agriculture, and owing chiefly to the predominance of Bráhmaṇ and high caste tenants, the improvement in careful methods of cultivation is slower than in other districts. A very large portion of the district, approximately $\frac{2}{3}$ ths, is now, owing to recent purchases from the estates of Singha Chanda and Rámaṇagar, the property of the Mahārāja of Bahrámpur.

3. Though the district is still backward in some respects, it has benefited much in late years by the opening of the B. N.-W. Railway which traverses it from east to west, throwing out branches to the Nepal borders on the north-west and north-east as well as to Fyzabad on the south. The construction of the railway bridge over the Ghagra at Bahrámgahát now affords easy access for traffic in grain both to Bengal and also *via* Lucknow to the north, while the metalling of the Utraula-Nawábganj road will still further increase the facilities for the export and import of produce. The south and south-west of the district may be said to be fairly sufficiently provided with lines of communication, but the metalling of the road from Gonda to Colongelganj *via* Tarábganj is still necessary and would be of much benefit.

4. On the east communications are still deficient, but funds have been lately provided for metalling and improving some of the roads, and I have no doubt at the end of the settlement now coming into force the prosperity of these tracts will be vastly improved. As it is, notwithstanding these disadvantages the temporarily settled parganas of the Utraula tahsíl on the east of the district have prospered to a greater extent than the western parganas, but this is due to the backward condition they were in when the former settlement was made as stated by the Settlement Officer in paragraph 11 of his report.

5. Allusion is made in paragraph 35 to the deterioration of 68 villages and 129 maháls which border the Tikri forest. The measures taken to keep down the animals in the forest, which are the chief cause of the deterioration, have met with

a fair measure of success, many of the wild cattle having been captured, while other wild animals have been killed off. If years are prosperous, these villages in a few years should gain the standard reached by them at the beginning of the last settlement.

6. I may here note the more important figures taken from the report which will give an idea of the progress that has taken place in the district during the last 30 years.

The area of the district is 2,647 sq. miles.

Cultivated area—

Past settlement	...	...	...	...	655,524 Acres.
Present do.	...	...	...	...	694,063

an increase of 5.88 per cent.

Cash-rented area—

Past settlement	...	...	...	...	372,293
Present do.	...	...	...	...	501,045

an increase of 34.58.

Irrigated area—

Past settlement	...	...	...	...	193,488
Present do.	...	...	...	...	249,440

Increase 28.92.

Population—

Past settlement	...	...	...	...	8,62,923
Present do.	...	...	...	...	10,92,573

Increase 26.61.

The greater portion of the increase in the cultivated area has taken place in the Utraula tahsil for the reasons already given. It is satisfactory to note that Rs. 40,020 were allowed in framing the assessments on account of improvements. The net result of the new assessments is an increase of revenue from Rs. 11,56,825 to Rs. 13,53,134, or 16.97 per cent., while the incidence per acre rests at 1.85, which cannot be said to be high. That the revenue payers as a whole are not dissatisfied with the settlement is shown to some extent by the small number of appeals which have been filed in my court.

7. The cost of the settlement has not been excessive. Exclusive of the survey the total cost has been Rs. 1,29,795, which works out at Rs. 69-10-0 a square mile, or, if the permanently settled estates of Balrampur and Tulshipur, for which khewats and khataunis were prepared are included, the cost per square mile would probably come to between Rs. 50 and Rs. 60.

8. In conclusion, I am of opinion that Mr. Hailey has well earned the commendation of Government for the successful execution of an arduous and in some respects, owing to the variety of tenures existing in the district, complicated task.

He brings to notice the good work done by Mr. Stevinson, Deputy Collector Munshi Kunj Bihari Lal, and his head clerk, Babu Durga Parshad.

I have the honour to be,

SIR,

Your most obedient servant,

G. W. ANSON, LIEUT. COL.,
Commissioner.

No. $\frac{96}{D.29.1}$

FROM

H. R. C. HAILEY, Esq., C.S.,
SETTLEMENT OFFICER, GONDA,

TO

THE COMMISSIONER, FYZABAD DIVISION,
FYZABAD.

Dated Gonda, the 8th April 1903.

SIR,

I HAVE the honor to submit a brief final report on the settlement of the Gonda district.

I have the honor to be,

SIR,

Your most obedient servant,

H. R. C. HAILEY,

Settlement Officer.

Final Settlement Report of the Gonda District.

1. GONDA is one of a group of districts lying between the Gogra and Nepál hills, which form a natural division known as the eastern sub-montane. It is bounded on the north by the low spurs of the Himálayas and on the south by the Gogra ; on the west it runs parallel with the Bahraich, and on the east with the Basti district. Its total area according to the present survey is 2,809·54 square miles, of which 161·97 consist of Government forest. At last settlement its area was shown as 2,718 square miles ; since then there has been a readjustment of the boundary with Bahraich, resulting in the transfer of 70 villages from that district to Gonda, while 32 villages have been given in exchange. Changes in the course of the Gogra, and variations in the size of the alluvial maháls, will account for the remaining difference. The population was returned at the census of 1901 as 1,403,195, of whom 1,189,005 are Hindus and 213,451 Musalmáns. This gives a density of 499 per square mile for the whole district, or 530 for the area exclusive of the Government forest. The distribution varies from 686 and 627 per square mile in parganas Bamhnipair and Burhapar to 464 and 320 in parganas Balrámpur and Tulsipur.

The district.

2. The district falls into three natural divisions, known as the Tarái, Uparhár, and Tarhar, which may be said to roughly correspond with the northern, central, and southern thirds of its area. The Tarái, or wet country, extends from the forests on the north to the Rapti and the villages immediately under the influence of that river on the south. With the exception of a small number of villages, it is held in permanent settlement by the Mahárája of Balrámpur and its characteristics call for little notice. Briefly, it is a great rice-growing country, but unhealthy and subject to heavy floods. The Uparhár, or central plateau, extends from below the line of the Rapti to a broken ridge, known as the uparhár edge, which traverses the district from the Bahraich to the Basti border, running for the most part a few miles north of the Tehri river. This plateau comprises most of the Gonda, Utraula, and all the small eastern parganas of Mankapur, Sadullanagar, Burhapar, and Bamhnipair, with strips of Mahadewa and Nawábganj. It is intersected by a number of small rivers, such as the Sawaon, Koáni, Biswi, Manour, and Chamnai, which flow between deep banks and are bordered by belts of high land, often extending some distance from the river. These uplands are still covered with a thick growth of trees and rough bushes which make reclamation a matter of difficulty ; in places the surface is so uneven and cut up by ravines that the land is not worth cultivating. Though they may serve a useful purpose as drainage channels, the number of these rivers and their peculiar formation has the effect of dividing the plateau into sections of level fertile land separated by uneven spaces of poorer quality. The Uparhár includes two large tracts of forest: the Tikri forest, of 13,281 acres, situated to the

Physical features and characteristics.

south-east, under the management of the Forest Department; and another tract on the banks of the Koáni, belonging to private owners. Both stand in thickly-populated and well-developed centres and, by harbouring herds of destructive wild animals, greatly depreciate the value of the surrounding villages.

The soil of the Uparhár may be described as two-thirds dumat or a mixture of clay and sand, neither element largely preponderating; while the remaining third, which is the prevailing soil in parts of pargana Mankapur, the high land adjoining the rivers and the uparhár edge, is of a lighter quality and contains a larger proportion of sand. The staples of the dumat soil are wheat and rice, with gram and arhar as secondary crops. A favourite rotation is an early crop of rice followed by gram with wheat in the ensuing rabi; if the ground shows signs of exhaustion, arhar is sown to rest it. In the northern villages and generally in lowlying areas or near tanks, the rice grown is the valuable jarhan, or transplanted rice, harvested in December. Sugarcane and poppy are both grown in the home fields and their cultivation is steadily increasing. The lighter soils of the higher lands are less suitable for late rice, but have good wheat-growing properties; the kharif ordinarily consists of early rice, arhar, and kodon; poppy is grown in the rabi, but not much sugarcane. The mahua tree is a common feature of these uplands, and its produce is counted on as one of the harvests of the year.

The qualities of the uparhár soil may be seen at their best advantage in parts of parganas Utraula, Burhapár, and Bamhnipair, where the soil seems equally favourable for crops at both harvests and is mainly in the hand of low caste tenants. Towards the west, there is a falling off in the quality of the soil and the skill of the cultivators; the crops grown are of less value; there are larger areas of fallow, while patches of rank grass about the fields show an inferior style of husbandry.

The Tarhar, which includes nearly all the Tarabganj tahsil with pargana Pahárápur and a small part of Gonda, differs essentially in the character of its soil and its staple crops from the rest of the district. It is a lowlying tract situated some 15 feet below the level of the central plateau, from which it has been cut away from the action of the Gogra and its tributaries. Its sub-soil is a pure sand on which a crust of alluvial loam of varying thickness had been deposited. The fertility of the soil varies in inverse proportion to the nearness of the sand to the surface and the degree to which it is mixed with the loam. At its best it consists of a fertile loam almost free from sand; at its worst it contains so much sand as to be almost unproductive. The ordinary soil is a mean between these two extremes and may be described as a sandy loam. It generally lacks the element of strength necessary for the production of first class crops; but it is easily worked and lends itself readily to dofasli cultivation—in the Tarabganj tahsil the average area under two crops is 58·55 per cent. of the total cultivated—and, owing to the natural moisture of a lowlying tract, requires little irrigation. The result is a large crop of moderate quality, extensive rather than good;

the best crops are not equal to those of the uparhár, but those of the outlying fields are superior. The Tarhar villages stand in no danger of a failure of the harvest from drought ; in 1896, when the kharif crop generally failed, they had a bumper maize crop which sold at famine prices. But they are liable to destructive inundations in years of heavy rainfall, and there are a group of villages to the south of Digsar and Guarich which suffer annually from flooding and waterlogging. A widespread inundation is apt to be followed by an outbreak of sickness : in 1894, which was an unusually wet year, the mortality rose from 25·41 per mille to 45·32.

The light and porous soil of the Tarhar is better suited for maize than rice ; the latter crop, though widely grown, is, except in the alluvial villages, of the early and less valuable kinds. Maize is produced in enormous quantities and is generally followed by a crop of peas or barley. Sugarcane is almost confined to lowlying localities ; it is unirrigated and its yield is poor. Poppy is everywhere grown and receives far more care and attention than any other crop ; how valuable it has become to the cultivators may be judged from the fact that in the Tarabganj tahsil only, on the average of the past five years, Rs. 3,17,770, or 81·77 per cent. of the revenue demand, was paid for its produce by the Opium Department. The wheat is not equal to that of the uparhár : there has been a steady falling off in the production of this crop since last settlement, the area having declined from 52,598 acres to 34,647 on an average of the five years preceding this settlement. It seems to be found more profitable to grow two inferior crops than to leave the land fallow for wheat.

The above account of its principal features has no claims to be exhaustive ; but it serves to show that as an agricultural district Gonda is second rate, and is certainly not to be compared with the flourishing districts to the centre and south of Oudh. Its predominant characteristic is mediocrity ; its standard of cultivation rarely rises to a high level and equally rarely sinks to a very low one. Its cultivated area is extensive, amounting to 60·63 per cent. of the whole ; there is little úsar ; there is much land of a light quality, but it is weak rather than precarious and has not the worse defects of what is ordinarily known as bhur land ; the proximity of the district to the hills and the consequent high water level are eminently favourable for irrigation. But whether owing to the inferior capacity of the soil or to the prevailing caste of the tenants, the close and intensive cultivation which marks a first class Oudh district, such as Bara Banki, is comparatively rare. Both causes are in part responsible and react on one another. The best cultivators are proverbially attracted to the best soils, and they have given this district rather a wide berth. But the full qualities of the soil will not be drawn out by unenergetic classes of cultivators, tied down by caste prejudices, such as abound in this district.

In support of this estimate of the character of the district, I append the returns of the Opium Department, which from their method of collection are of unusual accuracy, showing the outturn of the crop on

which most labour and care are bestowed, in comparison with the average of the Oudh districts :—

			Average produce of poppy per bigha— Gonda.		Provincial average— Oudh.	
			Srs.	chs.	Srs.	chs.
1897-98	...	...	3	10	4	4
1898-99	...	...	3	9	4	6
1899-1900	...	...	3	15	4	12
1900-1901	...	...	3	0	4	7

Tahsils and parganas.

3. For administrative purposes the district is divided into three tahsils, which are further sub-divided into the thirteen parganas stated below :—

Tahsils and parganas,						Area in square miles.
Gonda ...	{	Pahárápur	...	...	...	112.21
		Gonda ...	...	...	...	507.89
Tarabganj	{	Nawábganj	...	...	...	110.48
		Mahadewa	...	...	...	88.84
		Diggar ...	...	...	...	157.33
		Guarich ...	...	...	...	255.92
Utraula	{	Utraula ...	...	...	...	195.51
		Mankapur	...	...	...	115.10
		Sadullanagar	...	...	...	100.95
		Burhapár	...	...	...	77.09
		Bambhnpair	...	...	...	66.30
		Balrámpur	...	...	...	421
		Tulsipur	...	...	...	439
Total						2,647.57

Permanently-settled and revenue-free areas.

4. Of these parganas, the whole of Tulsipur and of Balrámpur, with the exception of 3,035 acres, are permanently settled with the Maharája of Balrámpur. There are also a few scattered maháls under permanent settlement in the southern parganas. At the annexation considerable areas of what was then forest were sold outright in perpetuity by Government ; some grants were also made of villages free of revenue, either conditionally or for one or more lives, which have not yet been resumed. The extent of each class of revenue-free land is as follows :—

			No. of maháls.	Area in acres,
Held in fee simple	...	...	39	35,972
Grants for one or more lives	...	...	48	5,579
Conditional grants	...	...	34	2,010
Total			121	43,561

Area under assessment.

5. Statements in the prescribed forms were not prepared for the permanently-settled areas of parganas Tulsipur and Balrámpur, which, though surveyed, were not, owing to the circumstances which will be subsequently explained, assessed to a nominal revenue. The seven permanently-settled maháls to the south of the district and the revenue-free villages were assessed to a nominal revenue for the purposes of the

fixation of local rates, and the usual statements were prepared. A small area, amounting in all to 2,273 acres, was granted to zamíndárs during the currency of the expiring settlement on progressive assessments for long periods which have not yet expired. These maháls will not come under assessment for another twenty-five years, and it was found more convenient to exclude the figures relating to them from the final statements. The statistics quoted in the succeeding paragraphs and in the appendices are for the total area now under assessment, whether for an actual or nominal revenue. For practical purposes this is identical with the temporarily-settled parganas.

6. The district is a purely agricultural one. There are no towns of any size, the two largest, Balrámpur and Gonda, having populations of only 16,723 and 15,811 respectively. There are, however, a number of smaller towns with populations ranging from 2,000 to 7,000, such as Nawábganj and Colonelganj, which attract most of the trade of the southern parganas, and Utraula and Tulsipur, which are the centres of the rice trade of the Tarái. There are in all four municipalities and a similar number of Act XX towns. The extensions of the Bengal and North-Western have opened up the district very fully to railway communication. The main line runs through the southern parganas and there are branch lines radiating to Bahraich, Tulsipur, and Lakarmandi Ghát. Almost every part of the district has now been brought within easy reach of the railway. The construction of the railway bridge over the Gogra has established direct connection with the principal markets of the Provinces. A certain amount of river-borne trade still survives owing to the cheapness of this method of transit. The road communications of the southern and western parganas are quite adequate to the needs of an agricultural district: there are metalled roads leading to Balrámpur and Fyzabad with serviceable bridged unmetalled roads to Bahraich and Bahramghát, while a system of subsidiary lines connect the principal towns and villages with the main arteries or the Sadr. In the lately-developed eastern parganas the communications are still very imperfect; there is one unmetalled road from Utraula to Nawábganj, much cut up by traffic, but subsidiary roads to the remoter parganas remain to be constructed. Not the least of the benefits conferred by the railway is the great impetus it has given to the development of these backward parganas. Flourishing bázárs have grown up round the stations from what were unnoticeable villages at last settlement. In an area where there were formerly no local markets, these bázárs not merely greatly facilitate the disposal of agricultural produce, but they keep up the level of prices and approximate the *khalyán* rates to those of the market. The demand for fuel and timber for railway uses has led to the clearing of extensive belts of sál forest, and the land has become available for cultivation.

Markets and communications.

7. The irrigated area was returned as 249,440 acres, or 35·98 per cent. of the total cultivated. The area under crops which ordinarily requires irrigation, that is the entire rabi and the sugarcane, amounted to 498,363 acres, of which 50 per cent. is irrigated. It might appear from this that the district was inadequately provided with means of

Irrigation.

irrigation ; in point of fact few districts have better natural advantages. The comparatively low average is due to the inclusion of the figures of the Tarhar parganas, in which, owing to the natural moisture of the soil, irrigation is but little required, and the danger of rust in case of cold weather rains makes the cultivator chary of watering his fields. In tahsil Tarabganj 22·10 per cent. of the cultivated and 28·07 per cent. of what may be termed the irrigable area received watering ; in the Utraula parganas, which stand entirely in the uparhár, 43·00 per cent. of the former and 66·70 per cent. of the latter were irrigated. Water is everywhere met with near the surface ; in the Tarhar the depth is about 10 to 12 feet, and in the uparhár 15 to 20. Wells are easily and cheaply built, the average price of the common half masonry well being about Rs. 40 or Rs. 50. These do their work fairly efficiently, but their irrigating capacity is small, and does not exceed six or seven acres. In default of pakka wells, kachcha ones can be dug in most places, if the cultivators are sufficiently energetic to undertake the labour involved. The district is studded with numerous jhils and tanks ; 109,609 acres, or 43·94 per cent. of the whole, being irrigated from these sources. Taking it all round the district is not inadequately provided with wells, though there are still villages in the larger estates in which the cultivators have to rely on tank irrigation or kachcha wells, with the inevitable consequence of great fluctuations in the returns.

Their number has risen from 10,244 to 16,108 during the expiring settlement. The great majority have been built, if not entirely by the landlords, at any rate with assistance from them. The landlords, as a body, are jealous of permitting their tenants to build wells, and insist on a *bázdáwa*, or renunciation of rights, before giving permission. Where new hamlets are being established the landlord bears the whole cost of building the wells ; in old-established cultivation he gives the bricks or wood and the tenant constructs it. No extra rate is imposed when a well is built.

Land-owning classes

8. The following statement shows the distribution of the area under assessment among the various classes of proprietors :—

Number of maháls.	Tenure.				Area.	Percentage to total area.	
					Acres.		
1,163	}	Talúqdári	...	{ Khalsa	...	602,937	52·67
456				{ Sub-settled	...	104,895	9·16
378	}	Single zamíndári	...	{ Khalsa	...	74,313	6·49
313				{ Sub-settled	...	45,385	3·96
1,399	}	Coparcenary	...	{ Khalsa	...	289,529	25·29
89				{ Sub-settled	...	18,027	1·58
14	}	Government property	...	{ Khalsa	..	9,671	·85
2				{ Sub-settled	...	44	...
3,814			Total	...	1,144,801	100·	

The district is one of large landed properties ; of the total area, 61·83 is included in taluqas and 26·87 per cent. only held by coparcenary communities ; the sub-settled area amounts to 168,351 acres, or 14·70 per cent. of the whole. The largest proprietor is the Mahárája of

Ajodhia with an estate of 199,602 acres ; next in point of size is the estate of the Mahārāja of Balrámpur, consisting of 85,699 acres. There are 14 smaller talúqas with properties ranging from 10,000 to 50,000 acres.

The last 30 years have witnessed great changes in the proprietorship of the principal estates. At the time of last settlement the largest and wealthiest talúqa was the Singha Chanda, which included 441 villages and 238,884 acres. On the death of Rája Krishan Datt Ram it was divided into two separate estates known as the Singha Chanda and Rámnagar. The heirs appointed by his will were dissatisfied with the division and indulged in a long and costly litigation which, combined with careless management and extravagant expenditure, resulted in both the newly-created estates being overwhelmed with debt. About half the original property had to be sold, the principal purchasers being the Mahārāja of Balrámpur and Lála Damodar Dass of Azamgarh ; the remaining villages, comprising 10,333 acres, have come under the management of the Court of Wards. Two other estates have also come to grief, the Birwa of 34,942 acres, and the Bamhnipair with 30,620. In the former the succession was disputed and the estate, after passing through various hands, has been recently acquired, partly by the Mahārāja of Balrámpur and partly by the Rája Kazim Hosain of the Bara Banki district, both of whom purchased speculative claims. During the years that this property was tossed from claimant to claimant, it was the prey of subordinates and underwent every possible phase of mismanagement. The bulk of the Bamhnipair estate was sold some years before the settlement to Munshi Prag Narain of Lucknow, and has in some ways benefited by the transfer. The Ajodhia estate has also suffered from the evils of a disputed succession ; and though the existing management is not so efficient as it might be, it is primarily to this cause that the present condition of the property must be attributed. It has shown less progress than any other estate in the district, excepting the Birwa. Its all-round rent-rate is Rs. 3·62 per acre as compared with a district average of Rs. 4·50, and yet the arrears are unusually heavy ; the enhancements as they fall due have not been regularly enforced, the cultivated area has fallen off by 11,238 acres since last settlement, and such improvements as have been effected have been carried out by the tenants themselves. At the same time the estate is an unusually difficult one to manage. It suffers from a plague of high caste tenants ; the best lands are often held by under-proprietors, and a number of the villages situated to the south of the district are exposed to flooding.

But if the larger taluqas do not owe much to the management, the estates of the smaller taluqdárs are for the most part excellently administered and are in a flourishing condition. Their incomes have in consequence largely increased and, though embarrassed during the early years of the expiring settlement, they have now, with a few exceptions, freed themselves from debt. The same remarks hold good of the single zamindárs, many of whom are substantial men owning large properties.

It is extremely difficult to ascertain from the figures available how the coparcenary communities have fared during the past 30 years, and to

what extent they have gained or lost ground. In the first place, there are no separate figures of last settlement showing the property of this class of landowners as distinguished from single zamíndárs. Secondly, the breaking up of big estates has given a most misleading aspect to the records of the transfers of property. The large accession to the bania's interest by the purchases of the firm of Lála Damodar Dass might at first sight make it appear that the professional money-lenders were absorbing the property of the hereditary land-owning classes. But this increase has been at the expense of talúqdárs and has no relevancy to the condition of the coparcenary communities. These bodies have themselves purchased a number of villages and maháls from the Singha Chanda estate, and this may be accepted as evidence that on the whole they are not declining. The registers of transfers show a number of alienations of shares and specific plots; but these have led to little disturbance in the total holding of the caste, and many of them turn out on examination to be transfers between members of the same community. The professional money-lending class, as represented by the banias, are shown as holding 869 acres at last settlement; at this settlement, excluding the purchases of the firm mentioned above, their tenure has increased only to 2,024 acres. Except in pargana Mahadewa, where there is doubt as to the poverty and indebtedness of the Gauraha Bisen Thákurs, my experience is that the coparcenary bodies are in a fairly prosperous condition and, excluding a certain number of habitual defaulters, no difficulty is found in realizing their revenue. The statistics available show that the Bráhmans have increased the area in their possession, while Thákurs, Káyasths, and Musalmáns have lost ground. On the other hand, some of the lower and more energetic castes have improved their position. Kurmis, who held only 597 acres at last settlement, now engage for 2,311 acres; while Muraos, who were then unrepresented in the land-owning classes, have acquired 1,463 acres.

The condition of the sub-proprietors is much less satisfactory; many have parted with their land and others are seriously embarrassed. Here, too, the statistics of transfers give little assistance; not only are they imperfect, but there is no record of the sub-settled area at last settlement. They show, however, that a large area has changed hands, and on this ground are worth quoting :—

Sub-settled area transferred during currency of settlement by—

Sale.	Mortgage.	Order of the Court.
Acres.	Acres.	Acres.
19,258	24,493	4,890

Decrees for sub-settlements continued to be given after the settlement had closed, and others have been created by the proprietors themselves; to counterbalance this, a certain number of sub-proprietors have been sold up and their villages made khalsa. Assuming the additions and subtractions to equal one another and the sub-settled area to have

been the same at last settlement as it is now, it will be seen that no less than 28·89 per cent. has been transferred. Sub-proprietary tenures are common only in parganas Digsar, Utraula, Mankapur, and Bamhni-pair. In the first named, the sub-settled villages are mainly situated in a lowlying tract, which was stiffly assessed and has since deteriorated. In Utraula the ordinary tenure is the payment of the revenue *plus* 50 per cent. *málikána* ; not content with this, the superior proprietor has involved the sub-proprietors in a prolonged litigation in an attempt to secure a higher rental. In the last two parganas, the Birtias, who are classified as sub-settlement holders, pay twice the revenue *minus* 10 per cent.—terms under which it is difficult for them to keep out of debt.

9. Next to the quality of its soil the prosperity of a district depends on the skill and energy of its cultivators and, as these qualities are characteristics of castes rather than individuals, the question of the castes most prevailing is of great importance. It is no exaggeration to say that throughout Oudh, the cultivation of a Kurmi or Murao is regarded as synonymous with excellence, while that of a high caste tenant with the reverse. The following table shows the strength of the principal castes of the district with the extent of their holdings and average rent :—

Tenants.

Castes.	Number of tenants.	Percentage of area held to total tenants' cash and grain-rented areas.	Average holding.	Average cash rent per acre.
Murao, Káohhi, and Kabaria ...	6,285	3·29	2·81	6·21
Kurmi ...	12,135	11·08	4·90	5·05
Ahír, Gadaria, Lodh, and Chamár ...	18,858	9·90	2·82	4·88
Pási and Arakh ..	2,957	1·64	2·99	5·01
Musalmán ...	15,158	8·68	3·07	4·92
Others ...	48,193	20·33	2·27	5·19
Total low caste ...	103,586	54·92	2·85	5·12
Bráhmaṇ ...	37,950	28·55	4·04	3·98
Thákur ...	9,760	11·95	6·58	3·26
Káyasth ...	2,812	2·25	4·29	3·80
Mughal, Pathán, and Saiyad ...	3,038	2·33	4·12	4·32
Total high caste ...	53,560	45·08	4·52	3·80
GRAND TOTAL ...	157,146	100·00	3·42	4·50

The miscellaneous classes consist mainly of Koris, of whom according to the latest census returns there are 126,386, Kahárs, Luniyas, and Khatíks, who number 49,091, 23,531, and 11,080, respectively. Except the Kahárs, these castes represent the enfranchised *sawak* or serf classes, who are steadily acquiring land in their own tenancy. They have been for generations the village drudges and have usually a miserable physique: they are hardworking and cheerfully submit to the most exacting rental, but they have neither the skill nor stamina of the better agricultural classes and are the first to go under in a bad season.

Of the total area held by ordinary tenants, 45·08 per cent. is in the occupation of high caste tenants, and 54·92 of low caste. The strength of the former lies in tahsils Gonda and Tarabganj, in the first of which they hold 52·16 per cent. of the total tenants' area and in the latter 61·20 per cent. ; in Utraula, on the other hand, they hold 17·52 per cent. only. Of the high castes, Bráhmans everywhere largely preponderate ; in tahsil Gonda they hold 39·20 per cent. of the aggregate area in tenants' occupation. The Tarhar offers a great attraction to both Bráhmans and Thákurs ; being precluded from handling a plough and averse to the labour of irrigation, they naturally prefer a soil which requires little of either. The best low caste tenants prefer the stronger soils of the uparhár, where, if more labour has to be expended in the production of the crops, it is better repaid in the outturn. Muraos, Kurmis, and Musalmán Juláhas are found in large numbers only in the Utraula, Bamhnipair, and Burhapár parganas. In the former, the Kurmis hold 21·92 per cent. of the tenants' area, and are substantial yeomen with large holdings and considerable stocks of cattle.

It will be seen that there is a considerable difference in the size of the average holding of the high and low caste tenantry. This is partly due to their different methods of husbandry. The low caste tenant devotes his whole energy to the close cultivation of a small area which is most carefully prepared, tended and irrigated : in this district, where the holdings consist of scattered fields, and where the bullock lift from wells is almost unknown and irrigation is by the pot and lever system, three acres is as much as an ordinary man can adequately manage. The high caste tenant affects a more slovenly style of cultivation : his land rarely receives the same ploughing or watering as a low caste tenant's and his fields are often choked with weeds. Consequently to obtain the same outturn as the better cultivator, he must cultivate a larger area and for a given piece of land cannot pay the same rent. He is further hampered by the necessity of employing a ploughman—a caste prejudice which shows no signs of being relaxed, though many of the poorer Bráhmans may be seen laboriously hoeing their fields.

The difference between the rent rates of high and low caste tenants was stated at last settlement to be 20 per cent. ; since then it has risen to 25·78 per cent. It varies in different parts of the district. In pargana Nawábganj it is as high as 33·58 per cent., and in Digsar it is 27·3 per cent., while in pargana Burhapár it is only 6·63 per cent. and in Utraula 9·69 per cent. The difference is greatest where the high caste tenants enjoy marked numerical superiority, as in many of the villages of the southern parganas, where they are few in number and the population is mainly low caste, they are compelled to pay a rent little short of the current rates or lose their land. Though they would be willing to admit that the high caste cannot pay the same rents as low caste cultivators, it must not be supposed that the proprietors voluntarily permit such wide differences in the rents of the two classes of tenants as are denoted by the above figures. The slower rate of increase of high caste tenants' rents is due, partly to their more independent spirit, which leads them to resist demands for illegal enhancements the lower castes have not the courage to refuse, and partly to their less justifiable resistance to

any enhancements at all. The Thákurs and Bráhmans are distinguished by a faculty for combination which, when they are present in great numbers in a village, makes them very difficult to manage. They will then combine to resist any coercive process issued against one of their number; if one tenant is evicted, his caste-fellows will prevent any newcomer from taking his land, and few tenants of other castes would be bold enough to thrust themselves into a Thákur's or Bráhman's stronghold. Distraint or attachment often lead to violence, and there is nothing of which the ordinary landlord has a greater dislike than being involved in criminal proceedings. Where the high caste element is strong, the landlords are more concerned in realizing their rents than in enhancing them. The Thákurs and Bráhmans have always been notorious for their backwardness in payment of their stipulated rental, low as it often is. How closely the percentage of arrears varies with the strength or weakness of the high caste tenantry may be gathered from the following figures of parganas which show the best and worst collections :—

Pargana.				Percentage of area held by high caste tenant to total tenants' area.	Percentage of arrears to the average demand of past 12 years.
Mahadewa	...	...	...	53.71	13.16
Digsar	...	...	...	58.49	13.10
Nawábganj	...	...	...	50.43	10.57
Pahárápur	...	...	...	57.15	9.19
Sadullanagar	...	...	...	24.60	6.23
Utraula	...	...	...	11.28	5.32
Bamhnipair	...	...	...	14.83	2.91
Burhapár	...	...	...	9.47	1.66

Admitting that the management of some of the estates is marked with inertness, no one acquainted with the conditions of the district would hold the proprietors wholly responsible for these high arrears. The common experience is that it is next to impossible to realize the full rent from a high caste tenant if the season has been an unfavourable one, or if he has been put to extra expenses by the ceremonies which his caste compels him to keep up, and it is found cheaper in the long run to write off a portion as a bad debt than to resort to ineffectual litigation. A high caste tenantry is as much a drawback to a village as an inferior soil, and must be recognised as such in framing the assessment. To assess on the full demand in a village so handicapped, is to assess on the maximum realizable under favourable, and not the actuals realized under ordinary, circumstances. I have laid stress on this point as it constitutes the principal justification for the deductions which, as will be subsequently explained, I have considered it necessary to make from the recorded demand.

10. The expiring settlement was begun in October 1868 and not finally completed until 1876. The first assessment of the whole district was finished about 1873, and gave an enhancement of 75.90 per cent. over the preceding settlement. A short experience proved that it was unrealizable and permission was given for its revision: this resulted in a reduction

Preceding settlement.

of the enhancement to one of 59·73 per cent. In view of the procedure which has been followed at this settlement it is worth while noting that in Mr. Benett's opinion, the primary mistake made was the supposition that the same rents could be paid by high as by low caste tenants. In pargana Mahadewa the breakdown was so complete that a reassessment was decided upon. This work was carried out by Mr. Benett, who based his assessment on actual instead of assumed rents and adopted what was then the novel system of separate rates for high and low caste cultivation. One result of this different method of assessment now is that the assets of this pargana, one of the worst and least improved in the district, give scope for a larger enhancement of the revenue than any other in the Gonda and Tarabganj tahsils. Over the rest of the district the revision took the form of summary reductions from the first assessment. As was inevitable in a revision of this character, the principal relief was given to the smaller proprietors who showed most signs of distress. The assessments on the villages of the big proprietors often remained from a modern standpoint incontestably severe. It was not until the opening up of the district to railway communications and the general rise in prices* of the last 15 years had affected the rents that the actual assets of many of their villages rose to the level of those assumed for purposes of assessment. It is to this circumstance that the small enhancement which the assets of some of the larger estates will now admit of, is principally to be attributed.

Statistics of progress.

11. In reviewing the progress of the temporarily-settled parganas since last settlement it will be convenient to bring together the principal statistics in a tabular form :—

Tahsil.	Cultivated area.			Cash-rented area.			Rent rate.			Irrigated area.			Population.		
	Past settlement.	Present settlement.	Percentage of increase.	Past settlement.	Present settlement.	Percentage of increase.	Past settlement.	Present settlement.	Percentage of increase.	Past settlement.	Present settlement.	Percentage of increase.	Past settlement.	Present settlement.	Percentage of increase.
Gonda. ...	232,730	244,544	5·08	115,177	197,589	71·56	4·02	4·38	8·96	76,655	101,080	31·86	330,602	384,021	16·16.
Tarabganj ...	228,015	214,952	—5·73	157,583	169,818	7·76	3·39	4·46	31·56	50,056	47,497	—5·11	330,968	364,993	10·28.
Utraula ...	194,779	234,567	24·43	99,633	133,633	34·26	2·65	4·73	78·49	66,777	100,863	51·04	201,353	343,559	70·63.
Total of area under assessment.	655,524	694,063	5·88	372,293	501,045	34·58	3·39	4·50	32·74	193,488	249,440	28·92	862,923	1,092,573	26·61

* There was a marked rise in 1887, and a higher level of prices has since been maintained.

The development in the area under cultivation has been almost confined to the Utraula tahsil; in Gonda tahsil it is small, and in Tarabganj there has been an actual falling off of 13,063 acres. By far the largest increase in population has taken place in the same tahsil. The temporarily-settled parganas of Utraula were in a backward condition at last settlement. The population was scanty, holdings large and rents low; there were considerable belts of jungle awaiting reclamation; road communications scarcely existed and they were threaded with unbridged rivers. During the past 30 years their population has increased by 70·63 per cent., the waste has been rapidly brought under cultivation and the sal forests are disappearing. The railway has provided in part the communications required and has created a market for the abundant supplies of timber. In every respect these parganas exhibit the greatest advance, and are now the most highly rented and flourishing in the district. The other two tahsils were more fully developed; cultivation was old and well established; the area still unreclaimed was smaller and of poor quality. The improvement in their assets is shown in the increase in their rent rate and the conversion of grain to cash rents. The combined cultivated area of these two tahsils has decreased since last settlement by 1,249 acres, while their recorded rent rate has risen by 20·77 per cent.; it is obvious that this increase in the rents will not permit of any considerable enhancement in the revenue, especially when it is borne in mind that the recorded rents of the former settlement were, except in pargana Mahadewa, rejected in favour of higher assumed rates. The bulk of the enhancement now realizable must fall on the greatly improved parganas of the Utraula táhsil, where the revenue is an easy one.

12. The complicated character of some of the under-proprietary tenures current in this district, the excessive litigation they have given rise to, and the frequent misunderstandings regarding their nature, make it desirable to give a brief description of their main features and to explain the methods in which they have been treated at this settlement. In addition to the ordinary forms of under-proprietary tenure, large areas are held under what are known as *dasaundh* and *dahyak* terms, and some undefined tenures created at last settlement. These tenures all have their origin in the custom of big proprietors of granting or selling land in *birt* to families of high caste tenants. By far the most usual form was the *bai birt*, under which full zamíndári rights of a village were sold by impecunious proprietors. Another form was the *birt jungaltaráshi*; grants of waste were made to families on the understanding that they should have rights to lease on favoured terms of the land reclaimed. The conditions of the latter forms of *birt* were probably never reduced to writing and very little is known about their exact nature. The future status of the *birtia* zamíndár depended entirely on the weakness or strength of the taluqdár. In Utraula where the taluqdár was weak, they acquired practically independence and the engagement was made with them at the annexation; at last settlement, though the engagement was continued with them, the Rájá was decreed a málikána of 10 per cent., which he was left to realize as best he could. His position is an ambiguous one, and his endeavours to secure superior rights have resulted in a prolonged

Tenures.

litigation, which is threatening ruin to both parties. In parganas Mankapur and Bamhnipair the *birtias* were a very numerous and strong body; at the annexation the settlement was made with them, but after the mutiny their villages were included in the taluqdár's sanad and they were given under-proprietary rights on the *dahyak* term, *i.e.* the payment of twice the revenue *minus* an abatement of 10 per cent. The severity of the tenure has led to serious impoverishment and indebtedness and, under instructions of the Board, specially low percentages of the assets were taken in assessing these *birtias*' villages. In the rest of the district the *birtias* never attained the same degree of independence, and with the growth of big estates in the closing days of the Nawábi rule, there was an increasing tendency on the part of the taluqdárs to assume complete control of their villages, but, in accordance with the usual custom of dealing with ex-proprietors, certain concessions were allowed to reconcile them to the new *régime*. As their villages were usually small and much of the land was in the cultivation of the *birtias* themselves, a lease was often given to the heads of the family, who were allowed to take the mukaddam's haq or 10 per cent. of the *nikási*; if the villages were made *khám*, the ex-*birtias* were given a cash grant to the same amount. At last settlement an attempt was made to perpetuate the exact conditions which were found in force at the annexation. With this object two forms of decrees were passed, one by which the *birtias* were given possession of the village or part of the village on the *dahyak* tenure, but the taluqdár was always to retain the right of fixing or enhancing the rent and, if the *birtias* refused the lease on his terms and the village was made *khám*, they would be entitled to 10 per cent. of the *nikási* in cash. In the other form of decree the *dahyak* right only was given, nothing being said about rights to land or lease.

It would be hard to say which of the two forms of decrees have given rise to most litigation. As soon as the villages held under the first form of decree increased in value, the taluqdárs endeavoured to oust the *birtias* by demanding an impossible rent. The rent courts refused to eject and the highest civil court of the Province has usually,* but not invariably, held that the tenure being of the nature contemplated by section 40, Act XVII of 1876, the rent can only be fixed by the Settlement Officer and the *birtias* cannot be ejected for refusing to pay the rent fixed by the taluqdár. In a series of decrees† the Board have taken the same view and held that the *birtias* cannot be ejected as ordinary tenants. The combined result of these numerous decisions is to place them on the same footing as ordinary under-proprietors. Where the decree was one for *haq dahyak* only without possession or lease of a village or part of a village, the right conferred was simply to a cash *nánkár* and had no reference whatever to the land which might have happened to be in the *dahyakdár's* possession.§ But the rent courts have persistently refused to eject persons in whose favour such decrees were passed from the land in

* *Vide* Judicial Commissioner's Rent Appeal, No. 252, dated 12th August 1885, and No. 19/177, dated 6th June 1887.

† *Vide* Judicial Commissioner's Second Civil Appeal, No. 585, dated 25th April 1898.

‡ *Vide* Board of Revenue's Nos. 1574, 1690, and 1691 of 1891.

§ For the status of these *dahyakdárs*, *vide* Judicial Commissioner's No. 22, dated 24th March 1896,

their holding on the ground that they are something more than mere tenants-at-will. To such an extent has this been carried that I have found tenants, other than the original dahyakdárs, buying up fractional shares of the cash grant to escape ejectment for arrears of rent. On the other hand, in one case which came to my notice a Munsif refused to give a decree for arrears of the cash grant on the ground that the dahyakdár no longer held the lease of the village. At this settlement I have endeavoured to place the status and rights of these decree-holders on a clearer footing. Every case has been carefully gone into wherever possession or lease of a village or hamlet was decreed and maintained for the period of the expiring settlement, and in the few cases where the rent was fixed at last settlement, rents have been fixed under section 79, Act III of 1901, on the recognised dahyak terms. This should set at rest any question of their arbitrary ejectment or enhancement of their rents. Where a cash grant only was made no rent has been fixed, and it should be understood that in such cases there is *prima facie* reason to believe that the dahyakdár, though entitled to the cash grant, has no rights other than those of a statutory tenant in respect of the land which may happen to be in his possession.

A number of other miscellaneous decrees were given at last settlement, often based on rambling sulahnámas which gave and withheld rights in the same breath, or conveyed such vague privileges as first refusal to a lease, or claims to considerate treatment. These decrees have augmented the difficulty in dealing with high caste tenants, since there is a tendency on the part of the courts to hold that persons holding such decrees cannot be treated as ordinary tenants. Wherever possible these anomalies were overcome by persuading the landlords to confer occupancy rights.

13. As a preliminary to the settlement, the whole district was surveyed. The first survey party came in October 1897, and the work was finished in December 1901. The survey was, probably, not primarily undertaken with a view to the settlement, which it retarded rather than assisted. Much of my village inspection had to be done without the figures of the year of verification. Under orders of the Board, the soils were classified by the Settlement Officer and his subordinates and not by the survey amíns. The arrangement has many advantages, but it postpones inconveniently the completion of the assessment statements. It involves the entry of the classification of each field in the khasra and the abstraction of the figures required for assessment after the village inspection. The work is tedious and takes time, and crowds the actual assessment into a few months of the hot weather. Owing to these various delays, it has not been possible to finish the settlement within the period originally contemplated.

Preliminary operations.

An examination of the khewats had shown that they were in a very imperfect condition, and in October 1898 a special officer, Munshi Farid-ud-din Ahmad Khan, was appointed to revise them. In July 1899 a second Deputy Collector, Munshi Kunj Bihari Lal, was appointed, on whose shoulders the brunt of the work fell. The history of the district khewats made this revision particularly necessary. Khewats were prepared at last settlement ; but no registers existed until 1884, when a special officer

was deputed to draw them up in their modern form. They were prepared from the patwáris' reports, which were compared with the settlement kish-t-wár volumes and the files of mutation cases. But they were not attested in the presence of parties and were incomplete and full of mistakes. It was impossible for the tahsíl officials to keep them up to date because many of the reported mutations could not be reconciled with the existing entries: it frequently occurred that no trace of the name of the deceased or transferer could be found. The khewats were found to be most correct in tahsíl Gonda, where about 65 per cent. of the mutations which had taken place had been recorded; over the rest of the district less than 25 per cent. had been recorded and the remainder had to be made at the present attestation. The work was carried out in a careful and thorough manner which reflects great credit on the officers concerned. The best proof of the excellence of the work is that out of 5,340 contested cases only 129 have been appealed to me. It was not found necessary to attest the khataunis.

The district was brought under settlement by G. O. Notification No. ⁶⁸¹_{1-992B}, dated 22nd February 1900. I joined as Settlement Officer in December 1899. In that cold weather the Gonda and Pahárápur parganas were inspected. In the following season Nawábganj, Mahadewa, Digsar, Gwarich, and Utraula were inspected, and the remaining four parganas in the cold weather of 1901-1902. Mr. Stevinson was acting as Assistant Settlement Officer in the same year and assessed pargana Gwarich.

I had the advantage of commencing the settlement operations under the Hon'ble Mr. Hooper's direction, who inspected some of the parganas first assessed and laid down the general lines to be followed. I am greatly indebted to him for guidance and advice at every stage of the settlement.

Soil classification.

14. The first step in the assessment was the classification of the soils, which was carried out by the settlement staff. The soils were demarcated into the conventional classes of goind, manjhar, and pálo; or the highly manured zone near the abádi, the middle and outlying zones. These are the distinctions universally recognised, but the unusual conditions of the district complicated their application. Principally owing to the comparatively isolated position of the district and the security long enjoyed from internal wars and invasions, the tendency of the inhabitants has always been to disperse into a number of small hamlets rather than concentrate into a single site: a village thus consists of numerous hamlets and their surrounding lands grouped together for administrative purposes. On an average of the temporarily-settled parganas, there are six hamlets to each village not counting isolated homesteads. The land in the vicinity of these hamlets does not receive the same amount of manure and is not equal in quality to the first class goind land near large villages. But the number of these hamlets keeps up a fair standard of cultivation throughout the village and, by bringing the cultivator nearer his fields and facilitating the carriage of manure, raises the quality of the middle and outlying areas. The result is that extremes of good and bad tillage are rarer than under the single site system, and there is a more general uniformity of mediocre cultivation. At last settlement the amíns classified as goind all land within a certain radius of the hamlets and it was recognised before the final assessment

that the classification had been needlessly severe. It was decided early in this settlement to class as goind only first class cultivation which is not usually found except near large hamlets and rarely extends any distance from them. The proportion of manjhar is consequently large, amounting to 58·40 per cent. of the area demarcated, while 36·21 per cent. was classed as pálo and only 5·39 per cent. as goind. It was sometimes necessary to divide the larger classes into two grades with separate rates, as for instance where there were large quantities of valuable late rice in the pálo.

15. Each pargana was then divided into circles. These consist of groups of villages lying for the most part side by side and exhibiting the same natural characteristics of situation and soil. The circles were usually compact; but any village, the conditions of which were peculiar, was put in a higher or lower circle, according as it was above or below the average of the neighbourhood. The diversity of the physical features of some of the parganas necessitated their division into rather a large number of circles. There were often great discrepancies between the rent rates of the pattidári and taluqdári villages standing side by side, and the recorded rates of the villages composing the circles were by no means identical, though there was generally little difference in their shikmi or competition rates. I have consistently based my classification into circles on similarity of natural characteristics and not on the recorded rent-rate. Had the classification been based on all-round incidences, it would have resulted in many cases in the lumping together of the pattidári villages in the best circles and the badly-managed taluqdári in the worst. This would have obscured the rackrenting of the former and the mismanagement of the latter. The object of standard rates is (1) to test the correctness and fairness of recorded cash-rents; (2) to provide assessment rates for areas other than the cash rented, *i.e.* the assumption areas. The fairness and accuracy of recorded cash rents of an individual village can only be tested by a comparison with the rents of similar villages in the neighbourhood: while the best rates for assumption areas are those based on the rents actually paid for similar land in the same or neighbouring villages. By widening the area for the selection of the rates, there is a better chance of eliminating such influences as rackrenting or mismanagement. I spent a great deal of time sometimes going over a pargana twice—in framing the circles and determining the standard rates of each circle. The labour thus spent in the end greatly facilitated the work of assessment, as it gave me a set of rates in which I had full confidence for valuing the extensive assumption areas.

Circles.

16. Differential rates for the goind, manjhar, and pálo were framed, based partly on the village rates and partly on an analysis of the recorded rents of representative villages of each circle. Well-managed and fairly-rented villages were selected for inquiry, those of the Court of Wards and the Balrampur Estate being chosen when possible. Rents in this district are, as a general rule, paid in the lump and holdings consist of fields scattered in every part of the area. There are exceptions in the goind, which is often let separately to the best agriculturists and in outlying pálo let to páhikásht tenants: neither of which afford much clue to the average rates. There are, however, well recognised village

Standard rat

rates stated in terms of the kachcha bigha for each class of land. A villager is seldom at a loss for the rates of the different hárs, and if these are applied to the fields of his holding, the resultant total will not unfrequently be found to approximate to his rent. These village rates are partly generalizations from actual rents and partly express the popular notion of what the land can pay. They are constantly employed in adjusting rents when a field is transferred from one holding to another and form the most valuable data for determining the soil rates. If the valuation of the tenants cash-rented area at these rates approximated to the recorded rents of the selected villages, they were adopted with slight modifications. A second source of information is afforded by an analysis and comparison of selected holdings, those of the more particularly lazy or laborious castes being excluded; this will show the ratios the different classes of soils bear to one another.

Separate rates were framed for high and low caste tenants: which were applied to the valuation of tenants' holdings according to their caste. Bráhmans, Thákurs, Káyasths, and certain Muhammadans were treated as high caste and the rest as low. The allowance made in favour of high caste tenants was 25 per cent. below the low caste rate: it has already been shown that the actual difference in this district is 25·78 per cent., and the experience of other Oudh districts shows that 25 per cent. represents as nearly as possible the extent of caste privilege. The following table contrasts the valuation of tenants' cash-rented area at standard rates with the recorded rents:—

				Area.	Recorded rent.	Standard rental.	Difference percentage.
				Acres.	Rs.	Rs.	
Tahsil Gonda	...	...	...	197,174	8,64,080	8,27,257	—4·26
„ Tarabganj	...	...	...	167,973	7,46,687	7,13,437	—4·45
„ Utraula	...	...	...	116,798	5,44,899	5,40,169	—·87
Total				481,945	21,55,666	20,80,863	—3·47

It was usual to frame the standard rates slightly below the recorded rents of the selected area to allow for short collections. So far as possible I aimed at making an allowance of 5 per cent. on this account, and in Gonda and Tarabganj the difference is not far short of this percentage. In Utraula the same allowance was made; but, owing to the concealment which was more rife in this tahsil, the margin of difference is smaller.

Correctness of recorded rents.

17. Of the total area in tenants' holdings 501,045 acres, or 93·40 per cent. are held on cash rents, while 35,433 acres, or 6·60 per cent. only, are grain-rented. The jamabandis were not attested, but except in a comparatively limited number of cases there was no reason to suspect concealment and the recorded rent-rolls could be accepted as correct. This was only to be anticipated in a district of large properties and influential taluqdárs. In one taluqa cash rents had been first converted to grain and then reconverted to cash at low rates in the year of verification. This was the

solitary instance of a taluqdār endeavouring to conceal the real income from his estate. From the fact that the all-round rate of the coparcenary villages was Rs. 5·15 as compared with Rs. 4·04, the rate of the taluqdāri khalsa villages, it is evident that as a body these proprietors cannot be charged with attempts to conceal their assets. It is in fact notorious that the large, often illiterate, pattidāri bodies are too dependent on the patwāri's books for keeping their accounts to try in any way to tamper with them. Where concealment was practised it was generally the work of single zamindārs or small bodies of pattidārs. The procedure was always the same; a list of the tenants' names with *farzi* rents was supplied to the patwāri, who duly copied it into his records. In some of the parganas first surveyed, the kanūngos were kept employed on survey duties and the patwāris, or their substitutes, were left to make the rental entries in the khasras without supervision. No settlement official had appeared in the district, and a rumour had got abroad that the assessment would be made in the Deputy Commissioner's office by the simple method of halving the recorded assets. A certain number of proprietors took advantage of the opportunity to have rents recorded much below those of the preceding years. Far more systematic falsification of the records was found to have taken place in the rent rates of a family known as the Achalpur Kāyasths, who were rewarded with a short-term settlement, and in some sub-proprietary villages of the eastern parganas. These sub-proprietors had been alarmed by a judicial decision to the effect that their rents were to be based on the nikāsi of the year and had done their best to nullify the ruling by concealing their assets. Altogether rents were rejected in 173 out of 3,814 mahāls and Rs. 27,375 added to the recorded assets for concealed or unduly low rents.

18. In addition to the accuracy of the recorded rents, it is necessary for the Settlement Officer to determine how far the demand of the particular year of verification is ordinarily realizable and how far it represents a fair and not an excessive rent. These figures will show to what extent I have been able to accept the rents as they stood :—

Accepted rents.

Cash tenants' recorded—		Modifications.									Cash tenants' accepted—			
		Deductions for fallow.		Reductions on account of substitution of rent rolls of years other than that of survey.		Reductions to average collection or stable rental.	Reductions to village or circles rates.	Additions on account of substitution of rent rolls of years other than that of survey.		Enhancements to circle rates.				
Area.	Rent.	Area.	Rent.	Area.	Rent.			Rs.	Rs.		Area.	Rent.		Rs.	Area.	Rent.
Acres.	Rs.	Acres.	Rs.	Acres.	Rs.	Rs.	Rs.	Acres.	Rs.	Rs.	Acres.	Rs.		
501,045	22,66,760	—1,884	—3,129	—197	—351	—96,411	—35,529	+2,176	+8,102	+19,273	501,140	21,48,715	Net result of modification.	Area... +98 Rent Rs.—1,08,046

I have already alluded to the great difficulty experienced by proprietors in realizing their rents in full from their high caste tenants and there are probably few districts in which rent collecting is a harder matter. Statistical proof of this was given in the pargana reports which cannot be here reproduced; I content myself with a single illustration. In one village belonging to the Bhinga estate no rents had been

realized for five years before settlement and in another belonging to the Ajodhia estate nothing had been collected for three. Both were occupied by high caste tenants who had been found by the courts to have rights superior to those of ordinary tenants, against whom the only coercive process feared could not be employed. A second cause of instability of rents are the large precarious tracts. There are 90,388 acres on the register of alluvial maháls and 47,821 are directly affected by the forests. In addition there are other tracts of a minor degree of precariousness. The lowlying areas to the south of the district usually yield a rich rabi crop, but, if the rains continue late and the water remains on the surface, the rabi cannot be sown. On the light soils the crops are ordinarily fair, but they are peculiarly susceptible to dry seasons and all the crops cannot be watered. These areas have their good as well as their bad seasons : it is neither the practice nor the true policy of the landlords to fix a particularly low rental, but to submit to losses in bad seasons and insist on full payment in good ones. This is really the only way in which they can secure the equivalent for the value of the land under a system of cash rents. The real assets of such villages are not the demand of one year, but the realizations of a series. Where the demand was clearly unrealizable over a series of years, the assessment was either based on the average collections, or a reduction was made proportionate to the arrears, or rents were reduced to standard rates. If the arrears were due to fallow still included in the holdings though the land had gone out of cultivation, a valuation of it was cut out of the rent. The average recorded arrears for the past 12 years amount to 8.32 per cent. of the demand ; the aggregate of my reductions on all grounds, including excessive rents, was 6 per cent. It should, moreover, be pointed out that there is a constant tendency on the part of the patwári to over-state the collections. On some estates it is the custom to secure their arrears by taking bonds from defaulters ; when this has been done, the patwári shows the rent as collected. In pattidári villages he is an even more fallible guide. He is not supplied with lists of collections by the proprietors and there are difficulties in arriving at the figures from the distribution of tenants' holdings over several pattis and from one pattidár cultivating the fields of another. In many cases I found the rents shown as invariably collected in full, although all parties, including the patwári, admitted that there were considerable arrears. The practice was defended on the ground that the pattidárs collected all the tenants could pay and did not resort to the law courts.

Unstable rents.

19. Having inspected the villages of every proprietor in the district, I feel justified in saying that, though there are villages in which rents are full, in none of the taluqdári estates are the rents oppressively high. The custom of leasing villages to contractors which is often productive of great oppression has not hitherto been common in the temporarily-settled parganas ; in some of the taluqdári estates the rents are distinctly low ; in three only does the all-round rent-rate exceed that of the Court of Wards. But cases of extortionate rentals are not uncommon in the villages of the smaller proprietors. The rental incidences of the single zamíndári, coparcenary, and sub-proprietary villages are Rs. 5.25, 5.15, and

5·14 per acre, respectively, as compared with the taluqdári khalsa rate of 4·04, that is to say their combined rate is 27·72 per cent. higher, which represents to a certain extent the difference between competition and statutory rents; the former being enhanced in complete disregard of the legal provisions regulating the rates of enhancement. The smaller proprietors are often harsh and inconsiderate landlords, using the terrors of ejection to extort excessive rentals. The greatest offenders are the mortgagees, who have not the same excuse of poverty and pressure of numbers as the smaller zamíndárs. In some of the worst cases I induced the proprietors to lower the rents to circle rates on condition of basing the assessment on the reduced assets; in this way the rents of a usurious family of Káyasths were reduced by Rs. 1,396. Such a procedure could, however, only be adopted in exceptional cases. Rents too high to be safely accepted were rejected and the assessment based on standard rates. This procedure may be open to the objection that no more consideration should be shown to the proprietors than they show to their tenants. Its real justification is simply that such rates are not stable and are liable to break down in a succession of bad seasons. The burden of an assessment on excessive rents must ultimately fall most heavily on the tenants and not on the proprietors; the latter cannot, even if so inclined, relax the severity of the rents and are tempted to raise them still further to cover the losses of income arising from the new settlement.

20. The extent of the assumption areas and the percentage of each class to the total assessable area, *viz.* 744,922 acres, is as follows :—

Assumption areas.

					Area.	Percentage to total holdings.
					Acres.	
Occupancy	...	...	...	...	12,467	1·67
Sír	...	...	...	...	40,805	5·48
Khudkásht	...	...	...	...	79,399	10·66
Under-proprietary	...	...	...	...	59,670	8·01
Grain...	...	...	...	...	35,433	4·76
Nominally-rented	...	...	...	...	16,103	2·16
Total					243,877	32·74

It will be seen that of the total area to be assessed, the proportion on which, in default of any actual rental, a valuation has to be placed is as high as 32·74 per cent. This is due to the extensive sir, khudkásht, and under-proprietary areas.

21. Before describing the methods of assessment of the assumption areas, it would be convenient to show the area under each head actually assessed, and the rates at which they were valued together with the net assets of the area under assessment.

Net assets of area under assessment.

					Area.	Rent.	Rate.
					Acres.	Rs.	
Cash rented land—							
Recorded	...	...	...	...	501,045	22,56,760	4.50
Accepted	...	...	...	...	501,140	21,48,715	4.29
Assumption areas—							
Occupancy	...	...	...	...	10,924	39,559	3.41
					+675		
Sir	...	...	...	...	39,127	1,42,575	3.64
					+32		
Khudkásht	...	...	...	...	79,399	2,63,516	3.33
					—289		
Under-proprietary...	...	...	...	...	45,014	1,67,738	3.56
					+2,117		
Grain-rented	...	...	...	...	34,351	94,226	2.76
					—201		
Nominally rented	...	...	...	...	13,823	37,934	2.87
					—607		
Fallow assessed	...	...	...	...	5,684	13,437	2.36
Total Assumption areas					230,049	7,58,985	3.30
GRAND TOTAL					731,189	29,07,500	3.98
Siwái	...	...	...	...	...	+26,411	...
Deduction for improvement	...	...	...	...	...	—40,020	...
Net assets					...	28,91,091	...

Occupancy tenants' rate.

22. To take each head separately. The area held in occupancy tenancy is small. It was assessed at high caste rates with a deduction of $12\frac{1}{2}$ per cent. Where the rents had been enhanced within a recent date by the rent courts, they were maintained unaltered. The existing rental is Rs. 34,652 : there will therefore be scope for an enhancement of 14.16 per cent.

Sir and khudkásht.

23. The sir and khudkásht are mainly confined to coparcenary or sub-proprietary villages, in many of which the greater part of the land is cultivated by the zamíndárs themselves. There are two methods in which such land is usually assessed—either at the all-round cash rates actually paid by tenants of the village, or at standard rates. Except in revenue-free villages where the soils were not classified, I adopted the latter. The disadvantages of the former are twofold :—Firstly, it makes no distinction in the character of the land assessed ; yet this is often necessary as the khudkásht includes a lot of rice land kept by the zamíndárs for food purposes. Secondly, tenants' rents in *mufrid* villages are often unsafe guides for a fair valuation of other land, either because they are rack rents, or because they are the rents of a few specially skilful castes admitted to the best lands in the village. The standard rates applied were the high caste tenants' rates. These are 25 per cent. below the low caste rates, and therefore make allowance for the inferior proprietary cultivation. Where, however, the proprietary body was large, poor, or heavily in debt, or if the village was held in sub-settlement on a heavy málikána, further deductions were made from these rates. Admitting that concessions must be made to proprietors in this condition—a proposition no Settlement Officer would care to dispute,—this is the most exact and easily regulated method of doing so. Their sir or khudkásht lands are often all that the poorer proprietors have to live on and

occasionally to pay their share of the revenue from : by the rate at which he values this land, the Settlement Officer can judge whether he has left them enough to support themselves and their families, according to the standard of living of their class. It is also obviously easier to ascertain and regulate the exact amount of the deduction made in this manner than by taking low percentages of the assets. The valuation of the sir and khudkásht in the revenue-paying maháls at full high caste rates was Rs. 4,52,547 ; the accepted valuation was Rs. 3,94,345, or 12·86 per cent. less. That is to say, the proprietors have received about the same deductions as the occupancy tenants. In reviewing the Director's preliminary report on the district settlement, the Board recommended that in pattidári and sub-settled maháls the full allowance of 25 per cent. should be sanctioned, where such allowance was permissible, for proprietary cultivation. If this land had been valued at the combined high and low caste tenants' rate and a deduction of 25 per cent. made from that, the result would have been clearly much the same as that arrived at by the method I have pursued.

24. In the under-proprietary area are included specific plots decreed at last settlement, or over which under-proprietary rights have since been created by contract. Dahyak tenures which are co-extensive with hamlets have been shown as sub-settlements. The method of assessment was by high caste rates, which were occasionally modified if it appeared that they would lead to a heavy enhancement of the rent. These tenures are commonest in the poorer parts of the district, especially in the riverine villages, and the all-round valuation rate is not high. The rents of tahsils Gonda and Tarabganj have so far been fixed ; in these, excluding pargana Digsar, the rents have risen from Rs. 58,911 to Rs. 63,926, or 8·51 per cent. The decrees were passed for the most part in the earlier years of last settlement when the first ideas of the revenue-paying capacity of the land prevailed. Of the rents then fixed only about 15 per cent. were lowered at the revision of the assessment ; the rest, especially those fixed in lump or at bigha rates, remained high ; the all-round rate sometimes even now exceeding the ordinary tenant's rate. The increase in rent is consequently not always proportionate to the revenue enhancement. In pargana Digsar, particularly in the flooded tract, there has been great distress among the under-proprietors, who have parted with about a third of their land and reductions had to be made to save them from extinction ; in all their rents were reduced by 7·80 per cent. Charges of concealment of cultivation were freely made against the under-proprietors, and inquiries proved beyond doubt that they had resorted to this method of securing a lower rental. An addition of 2,117 acres, or 4·70 per cent., was made to the area under cultivation in the year of verification, either for land wilfully thrown fallow, or which had temporarily fallen out of cultivation. I believe the rents now fixed are fair to the landlords and afford relief to the under-proprietors whenever really required. Judging from the number of appeals the parties are on the whole satisfied ; only 27 have so far been preferred.

Under-proprietary holdings.

25. The area held in grain rents at last settlement was 97,645 acres ; it has now dwindled down to 35,433. Except in a few villages along the

Grain rented area.

Bahraich border and in the rice-growing tract to the north of pargana Utraula, the older system has been superseded by cash rents and payment in kind is confined to land so precarious that no tenant will undertake a fixed cash rental for it. Near the Tikri and Koani forests, where the tenant reaps what the animals have spared, the fields are often let on grain rents; so, too, are the flooded lands near the Gogra. Its general quality may be judged from the fact that 55 per cent. of it was classed as pálo. In the grain-rented villages of pargana Utraula, I assessed the land at high caste rates on the assumption that the style of cultivation is inferior to that of the cash rented land and the yield less. Elsewhere, a light all-round rate was applied which was judged suitable for the quality of the land. The patwáris' returns for the grain-rented land were, except on the Balrámpur estate, too carelessly compiled to be adopted for assessment purposes of individual villages, but taken in the aggregate they form some sort of criterion of the fairness of the rates assumed. The average recorded value of the grain-rented area is 2.43 per acre; there is not a great deal of difference between this rate and mine, and neither err on the side of severity.

Nominally-rented land.

26. The nominally-rented area is an aggregation of lands very variously held. It includes fields given rent free, or for nominal rents, to dependents or Bráhmans, land the rent of which is undetermined or in dispute, or newly reclaimed land for which the landlord is receiving nothing and possibly also supporting the tenants. These classes of holdings bring in little or nothing to the proprietors and have been proportionately lightly assessed.

Fallow assessed.

27. In the parganas first surveyed, the year of verification was 1897-98 in which the district had not fully recovered from the effects of the preceding dry season, and the cultivated area was below the average. In tahsils Gonda and Tarabganj the areas were 244,544 and 214,952 acres, respectively, as compared with the quinquennial average of 257,523 and 226,613 acres. In some of the villages the falling off was considerable, and it was often not easy to ascertain whether this was due merely to a temporary depression or whether the land had been purposely thrown out of cultivation. The latter was occasionally clearly proved, and applications have been received from evicted tenants asking for a speedy termination of the settlement proceedings to enable them to resume cultivation. In serious cases it was necessary to base the assessment on the figures of another year. Where the falling off in cultivation was comparatively small, the figures of the year of verification were accepted and an addition made for new fallow. In villages near the forest fallow was sometimes added to obtain a fair basis of a long-term settlement. Such land was usually on the outskirts of the village and of indifferent quality: it was assessed at pálo or some other low rate.

Siwái.

28. The average recorded siwái assets for the past 12 years were Rs. 80,954, and the income of the year of verification Rs. 1,10,496. Of the latter Rs. 35,277 were on account of the sale of wood, which cannot be considered as a constant source of income, and there were a number of items, such as bázár dues, which do not properly come under this head.

In parts of the district there are extensive mahua groves, the flower of which is reckoned as one of the regular harvests of the year: so profitable is it found that proprietors will refuse to bring land under cultivation, when this would entail cutting down the groves and retain isolated trees in their fields to the great prejudice of the crops. At last settlement a light assessment was placed on the trees in pargana Mankapur and the harvest was regarded as of such importance that the heaviest kist was arranged to fall in after it had been reaped. The income from the mahua at this settlement was returned as Rs. 40,701, and was probably under rather than overstated. I placed a moderate assessment on the larger groves which could be counted on for a regular income. Both the produce and the price of the mahua are very fluctuating: the accounts of one proprietor, which were made over to me, showed differences ranging from Rs. 3,000 to Rs. 12,000 over a period of five years. In some of the uncultivated villages near the forest the only income is derived from the mahua trees, grazing fees or sale of grass and the revenue was based on these assets. My total additions to the assets under this head, viz. Rs. 26,411, will allow a wide margin for fluctuations.

29. Deductions amounting in all to Rs. 40,020 were made on account of improvements. The proprietors were notified that they should submit lists of improvements effected on their estates, together with the expenditure involved. These lists were verified on inspection of their villages. In the Gonda and Tarabganj tahsils few claims were submitted and little had been done either in the way of constructing wells, establishing hamlets, or reclaiming waste. In Utraula tahsil many of the proprietors had incurred considerable expenditure on these objects and the bulk of the deductions, or 86.42 per cent., were made in their favour. Compensation was given by deducting a percentage, usually 10 per cent. or more in case of the smaller proprietors, of the attested expenditure from the total assets of the village. The method has the advantage of being easily intelligible and of bringing conviction to the minds of the proprietors that they have received a return for the money they have spent.

Improvements.

30. The total area assessed was 731,189 acres. The cultivated area of year of verification was 694,063 acres, the area in holdings, which include fallow, being 744,922 acres. The corresponding figures for the preceding five years were 715,545 and 799,800 acres and for the preceding 12 years 748,731 and 811,734 acres. Though the assessed area was full on the figures of the year, it was moderate on the average of preceding years.

Total area assessed.

31. After ascertaining the assets of each mahál it remained only to determine what percentage should be taken for the revenue. In this I was usually guided by the rate of enhancement on the mahál or estate. Where the assets gave only a small increase of revenue, there seemed no reason why a percentage much short of half assets should be taken. For instance, in the Ajodhia and the Bhinga estates, a full percentage was as a rule taken except in villages where there are large under-proprietary areas and the profits of the landlord are small, and in alluvial or forest villages in which management is expensive. The percentage

Percentages taken.

on the former taluqá is 47·89 and on the latter 48·39. Where the enhancement of revenue was large a low percentage was taken, as in the Dhanawán and Majhgawán estates, in which the enhancements are 32·20 per cent. and 38·14 per cent., respectively, and the percentages taken are 45·70 and 45·98. In the coparcenary and sub-proprietary villages, there were other points to be taken into consideration, such as the solvency of the zamíndárs and the málikána to which they were liable. It was usual in such cases to take an easy percentage, and where the proprietary were embarrassed and allowance has not been made in the valuation of the assumption areas, percentages of less than 45 per cent. were recommended.

Enhancement by estates and proprietary bodies.

32. The following table will show the assets of the taluqdári estates and proprietary bodies with the percentages taken and the resultant changes in their revenue :—

Name of estate or proprietary body.	Net assets.	Expiring revenue.	New revenue.	Percentage of new revenue on net assets.	Percentage of increase of new revenue on expiring revenue.	Incidence per acre assessed.
<i>Taluqdári khalsa.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>			
Ajodhya ...	3,71,220	1,75,107	1,77,787	47·89	1·50	1·70
Bairámpur ...	1,91,830	77,481	90,889 * 40	47·39	+17·28	1·97
Rámnagar ...	1,95,183	55,240	68,644	47·08	15·21	2·06
Singha Chanda ...	1,25,803	53,502	59,885	47·60	11·93	2·02
Birwa ...	73,381	31,779	35,335	48·15	11·19	1·66
Parasur ...	67,005	27,955	31,993	47·75	14·44	1·79
Dhanawán ...	63,084	21,808	28,830	45·70	32·20	2·02
Utraula ...	59,552	25,009	28,040	47·08	12·12	1·71
Sháhpur ...	51,618	19,865	24,138	46·76	21·51	1·92
Kamár ...	51,150	19,724	23,770	46·47	20·51	1·73
Basantpur ...	37,347	13,784	17,495	46·84	26·92	1·81
Hbinga ...	34,003	16,815	16,890	48·39	45	1·82
Paska ...	33,329	13,894	15,755	47·27	13·39	1·42
Majhgawán ...	31,529	10,493	14,498	45·98	38·14	1·48
Ata ...	28,169	12,002	13,360	47·43	11·31	1·78
Mankapur ...	27,005	10,115	12,685	46·97	25·41	1·65
Smaller taluqás ...	25,938	9,364 * 616	11,290 * 925	47·09	+20·57	2·03
Total Taluqdári ...	14,08,046	5,93,999 * 616	6,66,264 * 965	47·39	+12·17	1·81
Taluqdári sub-settled ...	2,32,440	94,592	1,06,818	45·96	12·92	1·76
Single zamíndári { Khalsa ...	1,88,733	74,838 * 625	87,426 * 750	46·72	+16·82	1·99
{ Sub-settled, ...	1,36,853	48,629	60,048	43·88	23·48	1·80
Coparcenary { Khalsa ...	7,57,237	2,88,722 * 1,570	3,48,273 * 1,831	46·23	+20·63	1·88
{ Sub-settled, ...	46,287	17,236	21,145	45·68	22·68	1·67
Total Non-taluqdári ...	13,61,550	5,24,017 * 2,195	6,23,710 * 2,581	46·00	+19·02	1·85
Revenue-free and fee { Khalsa ...	1,16,181	* 34,201	* 55,661	47·90	62·75	2·41
simple grants. { Sub-settled, ...	1,448	* 438	* 690	47·65	57·53	2·36
Government { Khalsa ...	6,736	1,314	1,443	47·54	+9·82	1·92
{ Sub-settled, ...	130	45	61	46·92	35·56	1·69
Total Revenue paying estates ...	27,76,462	11,19,375 * 2,811	12,91,478 * 5,305	46·71	+15·37	1·83

* Nominal.

+ On revenue paying estates only.

The small increase on the Ajodhia estate and the moderate incidence might, without further explanation, convey the impression that, compared with other estates, it has been somewhat leniently treated. But the Mahārāja is by far the largest proprietor of riverine villages. Twenty-five maháls owned by him with an area of 35,973 acres are on the alluvial register; their revenue has been revised at recurring quinquennial settlements and there is now little room for enhancement. The incidence on these maháls, Re. 1·31, is necessarily low and reduces the total figures of the estate. The incidence per acre assessed on the khalsa non-alluvial villages is Re. 1·90, which is above the district average. Continuity of management and more energy of late years would undoubtedly have increased the income of the estate, but the main reason for the smallness of the enhancement is the character of the expiring assessment. High castes hold 60·90 per cent. of the land in tenants' holdings, and the estate suffered from the mistake of the first assessment which was not adequately remedied at the revision in assessing this land at rates deduced from rents paid by low caste tenants. The Bhinga estate, in which the high castes hold 62·23 per cent., suffered in the same way and gives next to no enhancement. In this case, there can be no question of either understatement of the assets or mismanagement, as the estate had only just been released from the Court of Wards at the time of assessment. In two estates only is there any considerable enhancement, *viz.* the Dhanawán and the Majhgawán. Many of the villages of the former are situated near the town of Colonelganj and the value of the land in the neighbourhood has risen greatly with the growth of that town as a commercial centre. The bulk of the Majhgawán estate lies in the much-improved Burhapár pargana, which was in a specially backward condition at last settlement. The jamas of both these and the Basantpur estates have been made progressive. In none of the other taluqas does the enhancement call for notice. The proprietors have recognised their assessments as reasonable and, with a few exceptions, have accepted them without appeal. The exceptions are the Paska, Bhinga, and Birwa estates.

The percentage taken in coparcenary khalsa villages was lower than in the taluqdári, but the enhancement is higher. The larger increase of revenue in the villages of these proprietors is due to (1) the casier rate of assessment at last settlement: the reductions made from the first assessment left their revenue a moderate one; (2) their greater development. The coparcenary bodies though distributed in every part of the district are strongest in the eastern parganas—in pargana Utraula they own 52·71 of the whole pargana—where most progress has been made. Not only in these parganas but all over the district there has been a larger increase in the cultivated area of the coparcenary than the taluqdári maháls. The total cultivated area of the maháls now held by coparcenary communities has risen from 145,773 to 182,320 acres, or 25·07 per cent., while in the maháls now held by taluqdárs there has been a decrease from 356,021 to 340,388, or 4·39 per cent. There has also been a relatively higher rise in the rent rate, but this is to a great extent discounted by the larger assumption areas of the former maháls. The tenants' rents

are higher in coparcenary maháls, but they apply only to 56·52 per cent. of the assessed area, whereas in taluqdári maháls they apply to 80·51 per cent. In the former class of maháls sir and khudkásht amount to 31·27 per cent. of the assessed area, and they have been valued at the rates deduced from the rent of selected villages from which deductions for proprietary cultivation have been made. The average rate of assessment of these areas is 3·49 per acre, which is 13·61 per cent. less than the average tenants' rate of taluqdári maháls. Where there is sufficient similarity of conditions for a comparison—as in parganas Utraula and Mahadewa—the incidence of assessment is lower in coparcenary than on taluqdári maháls. But any comparison on total incidence is vitiated by the fact that taluqdárs hold 63·55 per cent. of the alluvial and forest tracts, while coparcenary communities hold 15·96 per cent. only, and that most of the waste grants which have been assessed to revenue are also held by taluqdárs. The assessment of the coparcenary maháls has been made after careful inquiry into the condition of the proprietors and their capacity to bear the enhancement proposed; where embarrassed by debt or subdivision either an easier valuation was made of the land in their cultivation or a specially low percentage of the assets was taken. Wherever the enhancement exceeded 25 per cent. it was made progressive. Every consideration, consistently with a due regard to the claims of the State, has been shown to the poorer proprietors, and so far the revenue has been collected without difficulty. The only families likely to give any trouble in less favourable seasons are the Gauraha Bisen, Thákurs of Mahadewa—an improvident, idle body, always in debt and in arrears with their revenue: they have added to their other difficulties by dividing their property into large complicated maháls, which are an effective obstacle in the way of good management. They have no reason to complain of their revenue; I assessed their villages lightly, and the Board gave them further reductions.

The single zamíndárs are well-to-do men, who will not feel the assessment imposed on them.

The taluqdári sub-settled maháls were naturally and fiscally in a more precarious condition than the coparcenary khalsa. Some are situated in the waterlogged area to the south of the district; in others the sub-proprietors are burdened by heavy malikánas and are seriously indebted. They have been treated with special leniency in the determination of the assets and in the percentages taken; both the enhancement and the incidence of assessment are moderate. The bulk of the single zamíndári sub-settled maháls are situated in pargana Bamhnipair and form part of the estate purchased by Munshi Prag Narain. These birtias hold on the terms of payment of twice the revenue *minus* 10 per cent.; the pargana is a fine one and the assets of their maháls promised a considerable increase of the revenue. In order that this should not press too heavily on them, the Board directed that such percentages should be taken as would leave them 25 per cent. of the assets after payment of the rent. Though their enhancement is larger than that of any other class of proprietors, yet, looking to the character of their villages, which are among the most stable and flourishing in the district, the assessment is an easy one.

33. The results of the new assessment are given below :—

New revenue.

Revenue proposed by the Settlement Officer.			Revenue sanctioned by Government.			Revenue as it stands after modification.		
Initial.	Inter-mediate.	Final.	Initial.	Inter-mediate.	Final.	Initial.	Inter-mediate.	Final.
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
13,23,202	13,47,290	13,55,453	13,22,625	13,45,494	13,53,629	13,22,000	13,44,814	13,53,134

The expiring revenue is Rs. 11,56,825, and there will therefore be an enhancement of Rs. 1,96,309, or 16·97 per cent., of which 15·37 per cent. will be on the revenue-paying maháls and 64·64 per cent. on the revenue-free. The incidence of the new revenue will be Rs. 1·95 per cultivated acre and Rs. 1·85 per acre assessed, as compared with Rs. 1·77, the former incidence per acre of cultivation.

The figures of present and preceding settlements may be placed side by side :—

	Khalsa.	Percent- age of enhance- ment.	Nominal.	Percent- age of enhance- ment.	Total.	Percent- age of enhance- ment.
	Rs.				Rs.	
Summary settlement ...	7,24,854	...	...	...	7,24,854	...
Revenue at last settlement	10,90,054	50·38	67,724	...	11,57,778	59·73
Revenue in year of veri- fication.	11,19,375	...	87,450	...	11,56,825	...
New revenue ...	12,91,478	15·37	61,656	64·64	13,53,134	16·97

In their forecast of the possible enhancement of revenue on the district, the Board accepted the Director's valuation of the assets of the area under assessment, Rs. 27,12,882, and on this basis anticipated an increase of 2½ lakhs, or 19 per cent. It was added that "considering that the cultivated area had remained almost stationary the enhancement would seem full." My total assets are higher, but a lower percentage has been taken and the enhancement is less.

34. It was originally intended that the statistics of the permanently-settled villages of parganas Tulsipur and Balrámpur should be prepared in the abbreviated form used in the Bahraich settlement for the purpose of assessing a nominal revenue. When the work was half way through, it was brought to notice that the rates and cesses had been revised in 1895 by the Deputy Commissioner on the basis of nominal jamas framed by him, and that in virtue of G. O. No. 1273/I—15B., dated 26th May 1892, the patwári's cess was not open to revision for 15 years. It was considered by the Board unnecessary that another assessment would be made which could not be utilized for some years to come, and, under their orders, the work was dropped. It also appeared that there was not much to be gained by a further revision of the nominal jamas at the end of 1910. The estimated assets of the estate's property were 14½ lakhs, the actual revenue being about four lakhs; the assessment was made at the end of a succession of years favourable for rice, the principal crop; it is certainly

Nominal jamas.

not an under-valuation of the present assets, and will probably not be much below the assets of seven or eight years hence. It was proposed by the Board and approved by Government that the nominal jamas should be accepted for the period of the present settlement of the rest of the district. The examination of the question was not entirely without profit to Government as it brought to light a mistake in the previous rating, which had resulted in a short demand on the estate of Rs. 7,238 annually.

The revenue-free area was assessed to a nominal revenue. The large areas held in fee simple had not been long sold at last settlement and were still imperfectly developed. It has since increased enormously in value and the total assessment on the revenue-free maháls has risen from Rs. 37,450 to Rs. 61,656. No part of the district shows so much improvement as these maháls, which 30 years ago were little more than tracts of forest. Their cultivated area has increased from 12,044 to 22,647 acres, that is to say, of the total rise in cultivation in the temporarily-settled parganas amounting to 38,539 acres, 27·51 per cent. has taken place in maháls which give no actual increase of revenue. This fact has an important bearing on any estimate of the possible enhancement of the revenue based on the total assets of the temporarily-settled parganas.

Deteriorated tracts and
short term settlements.

35. There are three precarious tracts which have undergone deterioration since last settlement. Their assessment differed in some respects from that of the normal areas, and in a certain number of cases settlements for periods short of the full term of 30 years have been sanctioned.

The area which has suffered most is that adjoining the Tikri forest, comprising 68 villages and 129 maháls. As the subjoined figures will show, the assets of these villages fluctuate greatly and cycles of comparative prosperity are succeeded by great depression :—

			Cultivated area.	Rental demand.	Assump- tion areas valued at all-round tenants' rates.	Ploughs.	Population.	Revenue.
				Rs.	Rs.			Rs.
Last settlement	...	...	7,270	10,381	4,343	1,085	5,455	16,365
1296 fasli...	...	...	11,304	25,460	5,696	...	11,012	...
Year of survey	...	...	4,803	10,355	4,929	930	6,044	14,674

From the last settlement up till 1296 fasli there was steady progress, and, with the addition of the siwái assets, the income had probably reached the equivalent of twice the revenue. From this year onward there was a decline, gradual at first, but greatly accelerated by the dry seasons of 1896 and 1897. At the time of this settlement it is doubtful whether, taking the area as a whole, the proprietors realize as much as they pay in revenue. Some villages have been completely deserted and their only income is derived from grazing dues and other siwái assets. The area suffers greatly from the ravages of wild animals; principally wild cattle and nilgai, in which the forest abounds. Strict preservation of the forest and restriction of shooting within its limits may have aggravated the evil,

though most of the damage is done by animals which the ordinary villager will not destroy. It seems that much of the land is on the margin of profitable cultivation and that agriculture will only just pay its way in seasons of prosperity; the cultivator, being unable to fight against a combination of unfavourable years and constant damage by animals, abandons the struggle. This has been the history of the decade preceding this settlement; but given a return of prosperity together with administrative measures against the worst pests, the reverse process of repopulation will be seen at work.

In none of these villages did the assets of the year of verification afford a suitable basis for a long-term settlement; in some there were scarcely any data for assessment at all. Where the deterioration had been great, or where the proprietors were small men standing urgently in need of relief, a short-term settlement,—usually for 10 years,—was sanctioned, the assessment being based on actual assets, or a purely nominal revenue being imposed. In some of the taluqdári villages the proprietors had succeeded in retaining a larger area under tillage by affording liberal help to their tenants, and by establishing particular castes of tenants with an aptitude for jungle life. Not only was there less necessity for short-term settlements in such cases, but the prospect of an enhancement in the near future would have tended to discourage expenditure on further improvements. At the express wish of the proprietors, full-term settlements were made on the basis of the assets of normal years. Settlements for five or 10 years were made in 76 out of 129 maháls.

The second tract consists of villages on the high ground along the Koani, running parallel with the sal forest which fringes the river bank. The extent of the deterioration is shown below :—

	Cultivated area.	Rental demand.	Assumption areas valued at all-round tenants' rate.	Ploughs.	Population.	Revenue.
	Acres.	Rs.	Acres.			Rs.
Last settlement ...	6,951	8,881	9,330	726	4,016	11,395
1296 fasli ...	8,418	21,247	5,589	...	5,739	...
Year of survey ...	4,346	10,464	2,189	739	4,749	11,768

Though the decline in the assets has been less pronounced, there is a striking resemblance between the fiscal history of these and the Tikri villages. Up to a certain point they, too, showed improvement, but bad seasons acting on a tract precarious from its vicinity to the forest led to the abandonment of a large area of cultivation. The land stands high and is inferior in quality to the Tikri soil, but it is owned chiefly by big proprietors who have succeeded better in retaining their tenants. The villages were assessed in the manner explained above.

The third tract consists of 50 villages situated in a lowlying area between the Tehri and the Sarju and traversed by smaller streams. It

suffers from waterlogging in years of heavy rainfall and, though not actually subject to the action of the Gogra, stands sufficiently near to be greatly influenced by the severity of the flooding of that river and its capacity to carry off the drainage of its affluents. Attention seems to have been first called to the condition of the villages in 1895, owing to the difficulty in realizing the sub-proprietors' rent. It was found that there had been a progressive decline in the assets, which was accentuated by the flooding of the preceding years. The population has fallen off from 46,039 at last settlement to 41,545 in 1901, and the cultivated area from 31,416 to 25,404 acres, though the decrease has been counterbalanced to some extent by a rise in rents. This was not a case of temporary depression; the deterioration had been gradual and there was no hope of any immediate recovery, and there was, therefore, no ground for short-term settlements. What was principally required was a reduction in the revenue, which was pressing with great severity on the smaller proprietors. I am inclined to think that sufficient allowance was not made for the precariousness of this tract at last settlement, and that a stiff assessment is in part responsible for the deterioration. Difficulties arose about the collection of the revenue, which led to debt and disorganization of the management; *bāndhs* were allowed to fall out of repair which increased the damage done by flooding; tenants left and no effort was made to replace them. The reductions made in the revenue from Rs. 58,290 to Rs. 52,187 should afford ample relief.

Working of new settlement.

36. The assessments have been on the whole well received; the total of the appeals submitted has been 115, not a large number considering the litigious character of the district. The settlement was carried out under favourable conditions. It fell at the end of a period of comparative depression which showed up the weak spots of the district; it was based on figures which were below rather than above the normal, and finally it has had a good start in two prosperous years. Partly owing to the character of these years, and partly to the relief given in deteriorated tracts, the number of coercive processes issued in *tahsils* where the new assessments are in force has been below the average of the five preceding years. The Deputy Commissioner reports "the new settlement is working smoothly and the revenue coming in without difficulty. On the 1st April a sum of Rs. 266 only was outstanding; there have been a few attachments of moveables, but no sales."

Litigation.

37. Most of the litigation arose out of the preparation of the *khewats*. There were 5,378 contested cases in this connection decided by the Deputy Collectors in charge of the attestation; 129 appeals against their decisions were filed in my court. One hundred and five boundary disputes originating in the preparation of the new maps were disposed of; these troublesome cases are still coming in and will occupy the revenue courts for some time to come. The distribution of the revenue was carried out by *Munshi Kunj Bihari Lal* with the care and sound judgment which characterizes all that officer's work: out of 707 cases so far decided, 13 only have been appealed. The bulk of the under-proprietors' rents were fixed by *Munshi Kunj Bihari Lal*: the fixation in deteriorated tracts I kept in my own hands. In all rents have been fixed in 2,712 cases and, for the

convenience of parties, rates and cesses determined at the same time. The work presented considerable difficulties owing to the complicated nature of the tenures, specially the dahyak and dasaundh, and the vague language of many of the decrees. The issue in many cases was rather whether any rent should be fixed at all, than the amount of the rent, and they called for careful consideration of the decrees of last settlement and subsequent decisions. Thirteen suits for the resumption of rent-free holdings have been instituted under the new section, 107A, Act IV of 1901. Almost every one of these cases had been the subject of much previous litigation and were settled to the satisfaction of both parties by giving occupancy or under-proprietary right to the defendant. Little advantage was taken of section 87, Act III of 1901, only 59 applications being received for the fixation of occupancy rents. The proprietors are apparently under the impression that the consideration paid to the tenants' caste is a procedure peculiar to the settlement courts and they are waiting in hopes of securing better terms in the rent courts.

38. The cost of the settlement is as follows :—

Cost of settlement operations.

	Total area under assessment.	Total expenditure.	Cost per square mile on the area in column 2.	
1	2	3	4	5
		Rs. a. p.	Rs. a. p.	
Revision of khewat...	} 1,788.54 {	5,265 4 2	...	
Revision of settlement		1,24,530 1 9	69 10 0	

These figures do not include the cost of the survey, of which I have no record. Some expenditure was incurred on the revision of the khewats while the work was carried out by the district staff, the exact amount of which is not ascertainable : I have included only the expenditure met from the Settlement budget. For the purpose of calculating the cost per mile, the permanently-settled parts of parganas Balrámpur and Tulsipur have been excluded, but their khewats and khataunis were prepared in the Settlement office, and if their areas are included the cost would be reduced to Rs. 47-1-8 per mile.

39. The villages on the alluvial register have hitherto been under quinquennial settlements. In accordance with the provisions of Board's Circular 5-I, the larger proprietors were offered the option of long-term settlements, either unconditional or conditional : most of them availed themselves of the offer, and 34,992 acres, or 38.71 per cent. of the whole alluvial areas, have been settled for 30 years. The rest were settled for five years.

Miscellaneous.

The patwáris' circles were reallocated and their scales of pay revised. The development of the eastern parganas, partly at the expense of the southern, had led to inequalities of work which made a rearrangement desirable. The higher grades of pay and more even distribution of the work should conduce to the efficiency of the staff. Another task which fell to the Settlement Officer was the reallocation of the chaukidári circles

on the application of Part 3, Act V of 1894. In this I was greatly assisted by the Deputy Commissioner, who himself undertook most of the revision of the circles.

Conclusion.

40. Mr. Stevinson's work has already come before you in his assessment of pargana Gwarich and has met with your approval. I wish to bring to your notice the excellent work of Munshi Kunj Behari Lal, who has been the only Settlement Deputy Collector since 1st January 1901, and has consequently had a heavy burden of work which he has been indefatigable in performing. I regard him as an exceptionally able officer and cannot speak too highly of the care and industry with which he has carried out his arduous duties. My Head Clerk, Bábu Durga Prasad, was a most capable and hard-working official and has been rewarded for a long period of good service by a post in the Board's office. His successor, Bábu Kalka Prasad, has worked hard to finish the settlement.



APPENDIX I.
I.—Comparative Area Statement.

	Not assessable.				Assessable.													Incidence of revenue per acre of cultivation.	Incidence of revenue per acre of assessable area.	
	Total area.	Revenue free.	Village site.	Covered with water.	Otherwise barren.	Total.	Out of cultivation.					Cultivated.								
							Groves.	Culturable waste.	Fallow.		Total.	Wells.	Tanks.	Other sources.	Total.	Dry.	Total.			
									Old.	Now.										
																				Acres.
Former settlement ..	11,85,565	47,242	22,221	76,598	35,136	1,41,197	39,455	307,512	9,015	32,862	3,88,844	96,705	96,636	57	1,93,488	4,62,036	6,55,524	10,44,368	1.77	1.11
Year of verification †...	11,44,801	§879	26,051	68,464	29,989	1,25,383	39,231	121,261	1,83,092	31,771	3,25,355	1,39,881	99,653	9,956	2,49,440	4,44,623	6,94,063	10,19,418	1.95	1.33
Increase ..	..	..	3,830	..	..	..	..	..	1,24,077	..	..	43,086	3,017	9,899	55,962	..	38,539	..	..	..
Decrease ..	40,764	6,363	..	8,134	5,147	15,814	224	186,251	..	1,091	63,489	..	..	..	..	17,413	..	24,950	..	..

• Prepared from milán khaara.
† Cultivated area 5,407 acres.

‡ This was year of survey except in alluvial mahāla.
§ Cultivated area 603 acres.

APPENDIX I—(continued).

II.—Comparative Statement of Jamas.

Period.					Revenue.
					Rupees.
1. Summary settlement	...	...	...	...	7,24,854
2. Regular settlement	...	{	Khalsa...	...	10,90,054
			Nominal	...	67,724
3. Year of verification	...	{	Khalsa..	...	11,19,375
			Nominal	...	37,450

Cause of variations between 2 and 3.

Resumption of muafi, railway and road compensation, sale of nazul property and alluvion and diluvion.

New revenue.					Percentage of enhancement.
					Rs.
Initial	...	Khalsa	...	12,60,344	12.59
		Nominal	...	61,656.	...
Intermediate	{	Khalsa	...	12,83,158	14.63
		Nominal	...	61,656	...
Final	...	Khalsa	...	12,91,478	15.37
		Nominal	...	61,656	...

APPENDIX I—(continued).

III.—Rent-rolls and Collections.

	Tenant's land held in --						Collections.		Sfr.		Khndkash.		Rent-free area.		Siwāi income.		Total.		Shikmi.		Uncultivated area included.
	Cash.		Kind.		Total demand.	Ra.	Ra.	Area.	Rent demand.	Area.	Rent demand.	Acres.	Ra.	Acres.	Ra.	Area.	Rent demand.	Area.	Rent demand.		
	Area.	Acres.	Ra.	Ra.																Acres.	
					Rent demand.	Rent demand.															
Former Settlement * ...	455,431	14,45,250	97,779	...	14,45,250	...	71,556	...	18,115	...	23,210	16,749	666,091	14,61,999	...	...	193,488	9,855	
	631,842	23,77,380	59,975	1,44,185	25,21,565	25,38,683	40,074	...	60,407	...	11,720	80,768	804,018	26,02,333	49,339	2,21,264	187,837	35,564			
	633,812	24,26,226	57,219	1,33,176	25,59,402	24,88,705	48,231	...	59,487	...	12,126	71,365	810,875	26,30,767	68,184	3,16,506	227,462	40,800			
	642,532	24,83,302	53,737	1,35,133	26,23,435	25,10,581	45,959	...	59,992	...	12,163	94,490	814,383	27,17,925	72,318	3,45,163	244,797	43,555			
	654,941	25,37,500	52,360	1,34,439	26,91,939	25,58,899	43,677	...	60,253	...	13,285	75,639	825,136	27,67,405	89,968	4,42,626	256,092	47,934			
Figures for 12 years preceding year of verification.	660,595	25,99,651	50,142	1,29,633	27,23,184	25,65,074	43,459	...	61,835	...	13,997	89,427	830,028	28,31,226	97,215	4,97,860	255,777	50,498			
	682,094	26,19,828	46,294	1,21,971	27,41,799	24,73,081	43,364	...	64,219	...	14,086	89,427	830,057	28,31,226	97,215	4,97,860	255,777	50,498			
	684,186	26,03,716	48,366	1,21,073	27,24,789	26,31,229	43,127	...	66,743	...	14,889	71,811	827,311	27,96,600	99,262	5,08,108	254,267	54,817			
	617,582	25,01,233	48,508	1,23,293	27,14,535	25,58,896	42,954	...	69,209	...	15,654	81,380	823,898	27,95,915	99,474	5,13,812	228,618	61,602			
	632,419	25,63,218	46,023	1,02,517	26,55,735	23,57,190	42,893	...	74,709	...	16,593	77,727	812,639	27,33,463	99,342	5,16,839	226,161	74,295			
Total of 12 years ...	619,868	23,63,218	43,032	92,551	26,09,235	22,00,272	42,594	...	78,275	...	19,428	79,653	803,197	26,88,948	96,936	5,02,745	166,890	92,252			
	603,953	24,62,807	39,454	97,002	25,60,409	22,53,947	42,457	...	81,526	...	19,131	76,196	786,521	26,36,605	91,867	4,87,884	221,703	97,078			
	537,309	21,02,933	37,613	85,450	24,88,383	22,35,161	42,267	...	85,790	...	19,765	81,769	772,744	26,70,152	91,861	4,93,325	214,393	93,760			
Average of 12 years ...	7,631,133	3,01,99,541	583,343	1,41,4,929	3,16,14,470	2,94,31,718	521,056	...	822,436	...	182,839	9,71,446	9,740,807	3,25,85,316	1,050,831	53,28,763	2,752,730	756,040			
	635,926	25,16,628	48,612	1,17,911	26,34,539	24,52,643	43,421	...	68,536	...	15,237	80,954	811,754	27,15,493	87,569	4,44,064	229,394	63,008			
Year of verification ...	566,657	23,86,010	35,567	...	23,86,010	...	40,805	...	79,399	...	22,494	1,10,496	744,922	24,96,508	75,916	4,17,958	249,440	50,856			
																Kind.					
																Unrented.					

* Prepared from Tasfia lagana.

APPENDIX I—(continued).

V.—Comparative Crop Statement.

1	Rabi.										Kharif.								Census and agricultural statistics.		
	Total cultivated area.	Wheat.	Wheat in combi- nation.	Barley (alone and in combi- nation).	Gram, peas, and mash.	Garden crops and poppy.	Oil seeds.	Other crops.	Total.	Rice.	Maize.	Kodan.	Sugarcane.	Millets.	Arhar (alone and in combi- nation).	Other crops.	Total.	Zaid.	Dojasti.	Masonry wells. Old New	Ploughs { Last settle- ment. Present set- tlement. }	Census of 1901 ...
2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22			23
Former Settle- ment.	660,931	144,012	52,606	53,566	119,447	2,408 * 8,637	30,796 36,732	34,404 3,173	445,876 495,157	221,299 263,332	86,215 168,462	80,182 15,981	10,694 21,321	17,563 4,606	45,445 31,079	59,554 46,498	498,779 618,999	1,374 5,786	285,098 359,936	...	10,244 16,108
Figures for five years preced- ing year of verification.	760,006	144,438	24,354	57,251	210,036	1,637 * 16,820	36,732 40,889	3,173 2,432	495,157 494,196	263,332 265,427	168,462 137,804	15,981 15,914	21,321 22,419	4,606 3,557	31,079 20,273	46,498 39,516	618,999 555,592	5,786 3,980	359,936 345,424	...	111,806 121,534
	738,344	138,018	25,750	68,035	199,012	1,861 * 18,639	40,889 44,356	2,432 1,366	494,196 459,095	265,427 262,708	137,804 142,436	15,914 16,913	22,419 22,686	3,557 2,748	20,273 24,017	39,516 31,627	555,592 574,880	3,980 4,079	345,424 327,109	...	649,350 850,629
	710,945	128,261	35,119	80,345	146,383	2,359 * 20,906	44,356 41,778	1,366 2,029	459,095 441,163	262,708 267,640	142,436 123,309	16,913 20,110	22,686 25,299	2,748 1,934	24,017 23,966	31,627 30,294	574,880 566,083	4,079 3,589	327,109 321,389	...	...
	689,445	96,763	22,990	76,192	170,470	1,766 * 23,174	41,778 35,706	2,029 1,035	441,163 422,199	267,640 254,504	123,309 130,400	20,110 16,339	25,299 24,380	1,934 3,424	23,966 28,084	30,294 24,346	566,083 559,882	3,589 5,738	321,389 308,835	...	213,573 256,000
Total of five years.	3,577,724	607,256	132,710	364,866	883,912	9,352 * 103,717	198,961	10,035	2,311,809	1,313,661 * 13,83,203	701,411	85,257	115,935	16,269	117,419	172,281	2,906,436	23,172	1,662,693	...	11,647 19,765
Average ditto,	715,545	121,451	26,742	72,973	176,783	1,871 * 20,743	39,792	2,007	462,362	262,732 * 176,641	140,282	17,051	23,187	3,364	23,484	34,456	581,087	4,635	332,539	...	1,045,973
Year of survey,	694,210	143,409	42,602	72,268	154,479	2,372 * 21,072	41,510	737	478,449	260,119 67,573	137,633	16,131	19,914	6,414	36,496	14,046	558,326	1,647	344,212	...	...

* Poppy.
† Late rice.

* Poppy.

† Late rice.

APPENDIX I—(concluded).

VI.—Corrected rent-roll.

Soil.	Tenants' land held by—						Other lands.						Other lands—						Total.				Deduction.				New Jama.	Percentage of column 22 on column 23.						
	Ordinary tenants.			Occupancy tenants.			Sir.	Khadkaht.		Under proprietors.		Grain rented.		Rent free.		Area.	Rental.	Area.	Rental.	Under rule 17(4).	Under rule 27.	Area.	Rental.	Area.	Rental.									
	Area.	Rental.	Acres.	Area.	Rental.	Area.		Rental.	Area.	Rental.	Area.	Rental.	Area.	Rental.	Area.											Rental.								
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32			
Revenue-paying.	Goind	23,795	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Manjhar	2,714,600	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Palo	156,683	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Total	451,936	21,55,712	10,863	84,326	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Uncultivated	23,069	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Recorded rates	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Standard rental of cash tenants land valuation.	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Accepted rental of cash tenants land and valuation.	480,830	20,44,801	11,536	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Revenue.	18,793	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Accepted rates	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Accepted rental of cash tenants land and valuation.	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Accepted rates	1,517	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Accepted rental of cash tenants land and valuation.	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Accepted rates	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
GRAND TOTAL	501,140	21,46,716	11,539	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Accepted rates	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

Goind ... 191
Manjhar ... 7,230
Palo ... 21,648

Goind ... 38
Manjhar ... 478
Palo ... 1,024

† Nominal.

APPENDIX II.

Statement showing number of cases and appeals instituted and disposed of.

	In the Court of the Settlement Deputy Collectors.		In the Court of Settlement Officer.				Remarks.
	Total for disposal.	Total disposed of.	Original cases.		Appeals.		
			Total for disposal.	Total disposed of.	Total for disposal.	Total disposed of.	
Boundary dispute ...	45	45	64	60	18	18	
Distribution of assessment or redistribution of land revenue ...	710	707	1	1	13	11	
Settlement of waste land ...	...	...	1	1	...	...
Cases arising out of the preparation of the records-of-rights. {	5,378	5,340	...	...	129	127	
(a) Proprietary right (Taluqdári and under proprietary.	9	9	...	...	...	...
(b) Cultivating right ...	...	...	13	13	...	...
(c) Rent-free tenures ...	...	...	...	...	...	...
(d) Any other matters ...	39	39	...	...	...	...
(a) Determination of rent of occupancy tenants (sec. 87).	...	...	59	42	...	...
(b) Determination of rent of under-proprietors and holders of heritable leases (sec. 79).	2,693	2,673	40	39	159	151	
Miscellaneous ...	274	274	436	427	2	2	
Total ...	9,148	9,087	614	583	321	309	

ORDERS OF GOVERNMENT.

No. $\frac{1857}{I-606-1904}$ OF 1904.

RESOLUTION.

REVENUE DEPARTMENT.

Dated Naini Tal, the 8th July 1904.

READ—

Letter No. $\frac{323N.}{I-667A}$, dated $\frac{9th}{24th}$ May 1904, from the Secretary to the Board of Revenue, United Provinces, submitting the final settlement report of the Gonda district by Mr. H. R. C. Halley, I.C.S., together with a review by the Commissioner of Fyzabad.

OBSERVATIONS.—The district of Gonda stretches in a north-easterly direction from the river Gogra to the first range of the Nepal hills, and covers an area of 2,809·54 square miles. It is divided by its river system into three separate belts with widely different characteristics. The north-eastern belt, amounting to about one-third of the district, is "tarai," and includes a large area of government forest. With the exception of a few villages, this tract is now held in permanent settlement by the Mahārāja of Balrampur, and has therefore been excluded from the present operations. The central belt is a slightly raised table land intersected by numerous small streams. The prevailing soil is a fertile loam, but near the streams the surface is uneven and the soil is poor. This tract also contains two forests which harbour wild animals, whose depredations cause serious injury to the neighbouring villages. The south-western tract is lowlying and liable in places to destructive inundations. The soil, if not of the first quality, is moist and easily worked, and the double cropped area is very large.

2. The natural facilities for irrigation are great. Water is everywhere within easy reach of the surface; wells can be cheaply constructed; and there are a number of lakes and tanks from which water can be taken. Over considerable portions of the district, however, irrigation is not required in ordinary years. The irrigated area returned at the previous settlement was (omitting the now permanently settled parganas) only 193,000 acres. It has now risen to 249,000 acres, or about 36 per cent. of the cultivated area. It is in the central belt that irrigation is of the greatest benefit, and is most extensively resorted to. In the lowlying belt in the south-west the land retains a certain degree of moisture all through the cold weather, and artificial watering is only needed if the cold weather rains entirely fail. Even then the cultivator runs a risk in watering, as a subsequent fall of rain produces rust.

3. The district is one of large landed proprietors. At the previous settlement 75 per cent. was held by taluqdars. This figure, however, included the Balrampur and Tulsipur parganas, which, being permanently settled, are excluded from the present report. The percentage so held in the portion of the district now under settlement is 61·83 per cent., to which may be added 10·45 per cent. held by single proprietors. Out of these areas 9·16 and 3·96 per cent. respectively are held in sub-settlement.

4. One fact which has an important bearing on the assessable assets of the district is the extent to which the land, especially in the southern parganas, is held by high caste tenants. Their holdings amount to 45 per cent. of the whole area held by tenants. The disadvantages arising from a preponderance of this class of tenant are fully described in paragraphs 170—173 of Mr. Benett's report :—

In the first place, they will not touch a plough themselves, and the whole of that part of the labour is done for them by their low caste slave ploughmen, who, though they are remunerated by a fixed portion of the crop, have no personal interest in the amount of the outturn, as their portion is not sufficient under any circumstances to keep them alive, and must be helped out by subventions from their employers.

Cultivation under these tenants is always slovenly; and not only are their crops worse, but their expenses, owing to their having to employ farm labour instead of working themselves, are greater. The high caste tenant is also "weighted by the necessities of his position." His standard of living is higher, and his ceremonial expenses are heavier. At the previous settlement the average difference between high caste and low caste rents was found to be 20 per cent. It has now risen to 25 per cent., and the difference does not end here. High caste tenants are bad rent payers; and their power of combination to resist coercive processes is still as marked as it was thirty years ago.

5. The settlement which has just expired was the first regular settlement after the annexation, the previous assessments having been fixed summarily. The settlement was preceded by a survey. Work began in 1868, and the assessments were completed in 1872-1873. According to the practice of the day, the new demand was declared at once in anticipation of sanction, and realized with effect from the following October. The result of this settlement was to raise the revenue by 75·90 per cent.

6. In framing these assessments the settlement officer (Mr. Maconochie) proceeded on the assumption that Government was entitled to take as the basis of its demand the rents paid in cash by ordinary low caste cultivators; and he applied rates deduced from these rents not only to the land held by high caste tenants, but also to that held on grain rents, though the latter was, on the whole, inferior in quality to the cash-rented area. Whether a revenue calculated on these principles could have been collected in any case may be doubted, but the settlement never had a chance. In 1870-1871, 1871-1872, and 1873-1874 there was "acute distress in one part of the district or another. In the first two years the southern tahsils suffered severely from murrain and then from floods." In the third year a partial famine visited the north. The settlement officer quickly saw that the new demand could not be realized, and he obtained sanction to subject his proposals to a thorough revision. In the pargana of Mahadewa, where half the farm stock had perished, an entirely fresh settlement had to be made.

7. The settlement of Mahadewa was carried out by Mr. Benett, while the rest of the district was revised by Mr. Maconochie. The procedure adopted by the two officers differed. Mr. Benett divided

pargana Mahadewa into five circles. He was, however, unable to discover any difference between the rents paid for irrigated and those paid for unirrigated land. He also found the natural soil much the same in quality throughout each village and in contiguous villages, and "no distinction of natural soils could be made that would have been of the slightest value in assessment." He therefore accepted the survey classification into three conventional soils according to the distance of the fields from the homestead, though he found the distinction between the classes less marked and of less importance than elsewhere in Oudh, "owing to the diffusion of the cultivators in small hamlets over the whole cultivated surface." For each circle he worked out two different sets of rates for low caste and high caste tenants respectively. He used the latter rates in correcting for proprietary cultivation, and imposed a light assessment on fallow. The grain-rented area in this pargana was so small that no distinction was made between grain and cash rents.

8. Except in the case of three parganas, where a few precarious villages were separately treated, Mr. Maconochie adopted no circle classification. In correcting the rent-roll he deduced a general rate from all the lands held by ordinary tenants, whether they paid in cash or in kind, and this rate he applied to all lands for which it was necessary to assume assets. This corrected rental he proceeded to check by calculations based on soil and crop rates. His soil classification was twofold: he accepted the same three conventional soils as Mr. Benett, but revised the survey figures; he further adopted a classification into four natural soils, for each of which he worked out or assumed two rates according as the land was irrigated or dry. His crop rates were an attempt to value for each class of crop that portion of the produce which was paid as rent. The attempt ended in failure; and, though Mr. Maconochie in his earlier assessments tried to use these crop valuations, he had in the end to abandon them as untrustworthy. Except in the case of pargana Utraula (where the true rents were concealed, and where a rental closely approximating to that at crop rates was substituted) and in parganas Balrampur and Tulshipur (where grain rents were prevalent and the valuation had to be made on soil rates), the final assessments were based almost entirely on the corrected rent-rolls, the soil and crop rates being disregarded. The valuations at soil and crop rates were Rs. 33,48,692 and Rs. 36,36,279 respectively. The total rental assumed by Mr. Maconochie for assessment purposes was Rs. 29,55,534, against a corrected rent-roll of Rs. 29,49,390.

9. The revised assessment of the district gave an enhancement of 59·73 per cent. It was admittedly a full assessment, and Mr. Benett foresaw that in certain parganas, and in the case of certain sub-proprietors, the working of the settlement would have to be watched. On the whole, however, the revised assessment worked well. A few large taluqas have changed hands or have been broken up, but this was due to mismanagement and litigation. The smaller proprietors and the coparcenary bodies have prospered as a rule. Where the assessment pressed most heavily was on those sub-proprietors who hold under onerous

conditions or who, owing to the indefinite nature of their status, have been involved in litigation with the superior proprietor. One of the most important of Mr. Hailey's duties at the present settlement has been to define the rights of these sub-proprietors in such a way as to prevent disputes in the future. The increase in the cultivated area in the temporarily settled parganas has not been large—only some 5·88 per cent.,—as in parts of the district at the previous settlement cultivation had reached its limit. But there has been a large increase in the cash-rented and in the irrigated areas, and rents have risen by 32·74 per cent. Much of this improvement, however, has doubtless been facilitated by the opening up of the district by the Bengal and North-Western Railway.

10. The present settlement, like the previous one, was preceded by a survey. Operations began in 1897, and the assessments were completed in 1902. No attestation of the village rent-rolls was found necessary as the entries were generally correct; but the registers of proprietary rights had to be revised, as they had not been kept up. Mr. Hailey arranged his circles topographically according to similarity of natural characteristics and not according to recorded rent rates. The advantages of this arrangement are obvious; and, though there was great diversity in the rent rates in adjoining pattidari and taluqdari villages, there was little difference in the competition rents paid by sub-tenants. Mr. Hailey also adopted the conventional classification of soils which he found recognised by the people themselves; and the divergences in classification which occurred at the previous settlement were avoided by making over the actual work of classification to the settlement instead of to the survey officials. The custom of scattered holdings and lump rents still prevailed; but the ascertainment of soil rates presented little difficulty, as over 93 per cent. of the tenant-held area was cash-rented, and village rates for the different classes of soil were found to exist. It was partly on these rates and partly on an analysis of the rents of selected villages that the standard rates were based; but in fixing the latter a margin of about 5 per cent. was left for short collections. Mr. Hailey also followed Mr. Bennett in adopting separate rates for high and low caste tenants, the difference in favour of the former being raised to 25 per cent.

11. Concealment of rents never seems to have been common in Gonda; the number of mahals in which the recorded rent was rejected for this cause was only 173, and the amount added to the recorded rental was only Rs. 27,375. The total recorded rental of the area held by tenants at cash rates was Rs. 22,56,760. Before accepting this Mr. Hailey made deductions for short collections and unstable or excessive rentals, and smaller deductions for fallow, etc. In no taluqdar's estates were the rents unduly high, but excessive rents were sometimes found in villages held by small proprietors. The total accepted rental was thus reduced for purposes of assessment to Rs. 21,48,715. The statistics of actual rent collections are unfortunately untrustworthy; but the difficulty of realizing rent from high

caste tenants is notorious, and His Honour sees no reason to believe that the deductions allowed by Mr. Hailey are excessive.

12. Though the area held at grain rents is now comparatively small, that of proprietary cultivation is large; and the total area for which rent rates had to be assumed was nearly one-third of the whole cultivation of the district. In the case of fallow and of some grain-rented land a low all round rate was imposed; but the usual method of valuation adopted for these assumption areas was by the application of high caste rates, which were further reduced where circumstances seemed to require it. This reduction in the case of occupancy tenants and cultivating proprietors amounted to about $12\frac{1}{2}$ per cent. A similar method of assessment was adopted in the case of under-proprietary holdings; and in one pargana, where there was distress, the rent hitherto paid was reduced. Deductions on account of improvements exceeded Rs. 40,000. There were, moreover, three precarious or deteriorated tracts which called for separate treatment. In one of these, where there was no hope of immediate recovery, relief took the shape of a reduction of revenue. In the others a short-term settlement, or an assessment based on normal assets, was imposed according to the choice of the proprietors.

13. The new assessments are distinctly moderate. The previous assessment purported, in the words of Mr. Bennett, to take as nearly as possible exactly half the current rate of full rent from all lands however held, and whether lying fallow or bearing crops. To a certain extent the assessment anticipated a rise of assets. A large area had been but recently cleared, and in accordance with the prevailing practice paid reduced rents for the first ten years. Full rates were assessed on such lands, though in cases where the recent clearing occupied a considerable part of the village, the collection of the full revenue was postponed for a term. Again, rates deduced from average cash rentals were applied to all lands for which no real rents existed or could be ascertained. From the total assets thus calculated no deductions were made for excessive or unstable rents, for short collections, for improvements effected by the landlord or the tenant, or for proprietary cultivation. The extent to which fallow was included in the area actually assessed is not clearly stated in Mr. Bennett's report; but it would appear from appendix VI to that report that the uncultivated area classed as assessable was very large. Omitting parganas Balrampur and Tulsipur, all but a small area of which is now permanently settled, and for which no statistics were prepared at the present settlement, the assumed rental at last settlement amounted to Rs. 21,67,750, and the net demand proposed was Rs. 10,86,042.

14. The area assessed by Mr. Hailey comes to 731,189 acres. It exceeded the cultivated area of the year of verification (694,063 acres), but differed but slightly from the average areas of cultivation of the preceding five and twelve years (715,545 and 748,731 acres respectively). The *recorded* rental at the present settlement was Rs. 22,56,760. Had Mr. Hailey accepted this recorded rental in full and allowed no deductions on proprietary cultivation, the total assessable assets of the

parganas now under settlement would (as noted in paragraph 8 of the Board's review) have amounted to Rs. 31,04,000, and the revenue at half assets would have been Rs. 15,52,000. The net assets accepted by Mr. Hailey were only Rs. 28,94,091, and the revenue assessed was (including nominal demands) Rs. 13,53,134, or 46·71 per cent. of the assets. This represents as compared with the method adopted at last settlement, a concession to the landowners of just two lakhs of rupees a year.

15. The grounds for this concession have been fully stated in the report and sufficient reasons given for each separate item. The Lieutenant Governor agrees with the Board that the assessments, carried on as they were under the immediate supervision of the Junior Member, have been throughout careful and sound. Due consideration has been given to the conditions of the district and to the interests of the people, and at the same time the just claims of the State have not been sacrificed. The settlement, except in the case of those estates in which for special reasons a short term has been fixed, is confirmed for thirty years.

ORDER.—Ordered that a copy of the above resolution be forwarded to the Secretary to the Board of Revenue, United Provinces, for the information of the Board.

L. A. S. PORTER,

Chief Secy. to Govt., United Provinces.

